

**THE ROLE OF SOUTH AFRICAN DEMOCRATIC TEACHERS' UNION IN THE
IMPLEMENTATION OF TEACHER REDEPLOYMENT POLICY IN SCHOOLS**

By

AGRIPPA MADODA DWANGU

Submitted in fulfilment of the requirements for the degree

MAGISTER EDUCATIONIS

in

EDUCATIONAL LEADERSHIP AND MANAGEMENT

in the

COLLEGE OF EDUCATION

at the

UNIVERSITY OF SOUTH AFRICA

SUPERVISOR: Prof V.P. Mahlangu

November 2018

ACKNOWLEDGEMENTS AND DEDICATION

I would like to extend, as I at this moment do, my heartfelt gratitude and appreciation to the following:

- God the Almighty for His grace that surpasses all understanding that made it possible for me to carry out this work through to its completion.
- My supervisor, Professor V.P. Mahlangu, for guiding and leading me through this journey to the realisation of my objective to complete this work. I lack words to say how grateful I am to him for his support, for holding my hand when at times I found myself trapped in doubt and lack of confidence, for the wealth of knowledge and wisdom he wholeheartedly imparted on me, and for the patience he consciously exercised all the time in the course of my studies. Every time I felt despondent and unable to proceed, he persistently cheered me up and assured me that 'I can do it'. Thank very much, Prof.
- All the participants in the five schools that I sampled for my research for their cooperation and assistance. Without the information and the experiences that you shared with me, I would not have been able to complete this work.
- My brother-in-law and his wife, Mr A.L. Apleni and Mrs V.N. Apleni, for their immense and invaluable contribution to my upbringing; particularly at the early development stages of my life when I was delicate and elusive. Thank you very much for adopting me as your child and nurturing me the way you did.
- My one and the only daughter, Pumla, who gave me all the support that I needed in pursuit of my studies.
- My sisters and my late brother, Jongindawo Nocken Dwangu, to whom I dedicate the entire work. It was the fervent wish of my brother that I accomplish this mission.

DECLARATION

Name: Mr A M Dwangu
Student number: 5667569
Degree: MEd in Education Management

Exact wording of the title of the dissertation as appearing on the copies submitted for examination:

The role of South African Democratic Teachers' Union in the implementation of Teacher Redeployment Policy in schools

I declare that the above dissertation is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.


SIGNATURE

01-07-2019
DATE

ABSTRACT

The purpose of this study was to understand what the role of SADTU (South African Democratic Teachers' Union) is in the implementation of the Teacher Redeployment Policy in schools. The Approach to data collection was that of qualitative research. The methods used to collect data were interviews and literature review. The study used the interpretive paradigm. The theory applied is the Interpretive Phenomenological Analysis (IPA) theory. IPA aims to explore in detail how participants are making sense of their personal and social world. The approach to data analysis was that of a qualitative research. Qualitative data were organised and arranged categorically into themes and patterns emanating from the responses of participants. The data were analysed using descriptive explanations, based on the frequencies and similarities of the responses. The approach was primarily exploratory, just as would be expected of a qualitative research design. A combination of **purposive**, **quota** and **snowball** sampling was used in this research. The main finding in this research is that the role of SADTU in the implementation of teacher redeployment is not limited to observation as the policy prescribes. SADTU members go beyond that role and assume the role of active participation and decision making in the process. The main recommendation was that the policy should be amended to allow SADTU to participate actively in discussions and decision making. This will avert the unnecessary conflicts and instability in schools caused by the suppression of the union to participate actively. When the Teacher Redeployment Policy was conceived, the purpose was to achieve equity in teacher distribution by moving teachers from the historically advantaged White schools to the historically disadvantaged Black schools. The implementation of Teacher Redeployment Policy is causing more harm than good in so far as effective teaching and learning in schools is concerned. For most of the time, teachers are pre-occupied with worrying about how the process of teacher redeployment is going to affect them instead of focussing on delivering quality teaching in schools. Teachers who are most fitting to be the ones identified in excess in some cases enjoy the benefit of escaping redeployment for the simple reason that they are members of SADTU. At the same time, candidates who do not qualify to be placed in specific posts are placed into those posts at the expense of the best suitable candidates because of the biases. The role of the union is not to implement policy, but also to make sure that the policy is implemented in the spirit and letter in which it was formulated. The status of the teacher union in the implementation of policy is that of an observer who only surfaces when an observation is made whether there is unfairness and biases in the manner the Teacher Redeployment Policy is implemented.

KEY TERMS

Role, Implementation, Redeployment, Rationalisation, Equity, Redress, Transformation.

LIST OF ABBREVIATIONS

ANC	African National Congress
ACFTU	All-China Federation of Trade Unions
ANES	American National Election Studies
AITSL	Australian Institute for Teaching and School Leadership
BCEA	Basic Conditions of Employment Act
BCs	Bargaining Councils
CCMA	Commission for Conciliation, Mediation and Arbitration
COSATU	Congress of South African Trade Unions
DTT	District Task Team
ECC	Employment Conditions Commission
ECDoE	Eastern Cape Department of Education
EEA	Employment of Educators' Act
ELRC	Education Labour Relations Council
IPA	Interpretive Phenomenological Analysis
LIFO	Last-In First-Out
LRA	Labour Relations Act
MNEU	Mexican National Education Union
MEC	Member of the Executive Council
MP	Member of Parliament
NAPTOSA	National Professional Teachers' Organisation of South Africa
PAM	Public Administration Management
PELRC	Provincial Education Labour Relations Council
PTT	Provincial Task Team

PST	Pre-Service Teacher
SADTU	South African Democratic Teachers' Union
SACP	South African Communist Party
SAOU	Suid Afrikaanse Onderwys Unie
SG	Superintendent General
SGB	School Governing Body
SASA	South African Schools Act
VSP	Voluntary Severance Package

TABLE OF CONTENTS

CHAPTER 1: ORIENTATION

1.1 Introduction	1
1.2 Background to Research	8
1.3 Problem Statement	13
1.4 Aim and Objectives	14
1.5 Research Paradigm, Research Design and Research Methodology	15
1.5.1 Introduction	15
1.5.2 Research Paradigm	16
1.5.3 Research Design	16
1.5.4 Research Methodology	20
1.5.4.1 Introduction	20
1.5.4.2 Selection of participants/sampling	20
1.5.4.3 Data collection	21
1.5.4.4 Data analysis	22
1.5.4.5 Trustworthiness	23
1.5.3.6 Ethical considerations	24
1.6 Conclusion	25

CHAPTER 2: LITERATURE REVIEW **26**

2.1 Introduction	26
2.1.1 The Definition of Redeployment as it relates to Teachers	30
2.1.2 Challenges in the implementation of teacher redeployment	33
2.1.2.1 How are schools affected by Redeployment?	33
2.1.2.2 Teacher resistance to Redeployment	34
2.1.2.3 The stigma that redeployment has on Teachers	
Identified in Excess	35
2.1.2.4 Teacher Unions as Observers in Redeployment Structures	36

2.1.2.5 Fighting the Challenges of Redeployment	37
2.1.3 The role and responsibility of teacher unions in teacher redeployment	38
2.1.4 The illegal and illegitimate Change that SADTU bestowed on themselves in respect of their role in the Implementation of Teacher Redeployment Policy	41
2.1.5 Collective Bargaining	45
2.1.6 SADTU and Professionalism	51
CHAPTER 3: RESEARCH DESIGN AND METHODS	57
3.1 Introduction	57
3.2 Rationale for Empirical Research	58
3.3 Research design	59
3.3.1 Introduction	59
3.3.2 Research Paradigm	59
3.4 Research Methods	59
3.4.1 Selection of participants/sampling	60
3.4.2 Data Collection	62
3.4.3 Data Analysis	62
3.4.4 Measures for Trustworthiness	64
3.4 .5 Ethical Measures	66
CHAPTER 4: DATA ANALYSIS AND INTERPRETATION	67
4.1 Introduction	67
4.2 Research Process – the anecdotal report on data collection.	67
4.3 Data Analysis (What did participants say?)	69
4.3.1 Knowledge of Teacher Redeployment Policy	70
4.3.2 Abuse of Teacher Redeployment Policy by School Principals	72

4.3.3	Redeployment as cause for stress and tensions among teachers	73
4.3.4	The role of SADTU in the implementation of Teacher Redeployment Policy	75
4.3.5	Recommendations to enhance smooth implementation of Teacher Redeployment Policy	80
4.4	Biographical Data	81
4.5	Analysis of data	82
4.5.1	SADTU as an observer in the Implementation of Teacher Redeployment Policy	84
4.5.2	The centrality of SADTU in dispute resolution processes around issues of teacher redeployment	86
4.5.3	SADTU as an agent of transformation regarding teacher redemption	87
4.5.4	SADTU as Champions of Job Creation for Teachers	89
CHAPTER 5: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS		93
5.1	Introduction	93
5.2	Summary of Research Findings	94
5.2.1	Findings from literature review	94
5.2.2	Findings from the empirical data collected	97
5.2.2.1	The role of SADTU as a Politically Aligned Union	97
5.2.2.2	The corruption surrounding the appointment of 'walk-ins'	99
5.2.2.3	The need to review the role of unions as observers	99
5.2.2.4	The due diligence with which SADTU represents members in dispute	100
5.2.2.5	The negative influence of SADTU in the Department's Decision Making Processes	101
5.2.2.6	The Resentment of Teacher redeployment by Teachers	102

5.3 Research Conclusions	103
5.3.1. Non-compliance by SADTU on their role as observers	103
5.3.1.1 The Bias that favours SADTU members	103
5.3.1.3 Stalling the movement of teachers as the role that SADTU plays	104
5.3.1.4 The creation of a Bloated Civil Service in the Department	105
5.3.1.5 Defeating the very purpose of Teacher redeployment	105
5.3.2. Stagnation of the movement of teachers	106
5.3.2.1 Labour Peace within the Ngcobo Education District	107
5.3.2.2 Effective Teaching and Learning in schools	107
5.3 The impact of the role of SADTU	110
5.4 RECOMMENDATIONS	111
5.4.1 Recommendation No. 1: Doing away with Policy on Teacher Redeployment	112
5.4.2 Recommendation No. 2: The merger of small and unviable schools	113
5.4.3 Recommendation No. 3: Review of the observer status of teacher unions	114
5.4.4 Recommendation No. 4: New Appointments during the redeployment process	115
5.4.5 Recommendation No. 5: Volunteering as a criterion for the identification of excess teachers	115
5.5 Avenues for further Research	116
5.6 Limitations of the Study	117
5.7 Concluding Remarks	118
BIBLIOGRAPHY	120

CHAPTER 1

ORIENTATION

1.1.INTRODUCTION

The main problem that informed the study is the perception that prevails among the stakeholders in education that the role played by the South African Democratic Teachers' Union in the implementation of teacher redeployment in schools goes beyond the one prescribed for the union in the policy. The purpose of the study was to establish if that is true or not. It was also to go further and find out what the reasons are for SADTU to venture into roles not prescribed for them in terms of the policy. The study also sought to find out if those other roles, if any, do assist in the successful implementation of teacher redeployment policy in schools or not. Based on the findings of the study, recommendations would then be made to assist the Department of Basic Education to implement the policy easier and gainfully.

1.2.BACKGROUND TO THE RESEARCH

The research was informed by the negativity in perceptions among the members of the general public that SADTU in the Eastern Cape is in full control of the management of affairs in the Department of Education. Kota, Hendricks, Matambo, and Naidoo (2017:23) endorse this assertion by giving unnerving evidence that SADTU officials had controlled the allocation of several principals' posts in the Eastern Cape in exchange for payment in cattle. This creates an impression that SADTU generally plays a role that is untoward in the implementation of policy imperatives in the Department whenever it suits them. This comes as a surprise to me that needs to be tested and verified through this kind of research. For me, SADTU is a progressive union that cannot be seen to be standing on the way of the programmes of redress designed to address the imbalances of the past in the history of South Africa. The extent to which the implementation of Teacher Redeployment Policy by education districts fails to meet the planned performance output is quite glaring. I see it

completely inconceivable, unimaginable and extremely difficult to internalise that SADTU could present itself as championing the perpetration of the injustices of the past by inhibiting the implementation of Teacher Redeployment Policy in schools. If SADTU becomes one of the possible culprits in the failure of implementation of the Teacher Redeployment Policy to enjoy a successful implementation in schools, then there is a need for a study to be conducted; hence this research. Has SADTU's role turned out to be one of obstructing the smooth implementation of the Teacher Redeployment Policy in schools? If so, what are the reasons? What can be done to make this critical policy imperative work? These are the questions that the study sought to provide answers to.

South Africa has a Legislative Framework that regulates the recruitment, appointment, promotion, and transfer of employees across institutions within and between Provincial Government Departments. For many years since its inception in 1998, the policy on redeployment was informed by Resolution No. 6 of 1998 (hereafter referred to as the 'resolution') of the Education Labour Relations Council (ELRC) which outlines procedures for the rationalisation and redeployment of educators in the provisioning of educator posts to institutions (schools). Parties to the Council are SADTU (South African Democratic Teachers' Union), SAOU (Suid Afrikaanse Onderwys Unie), NAPTOSA (National Professional Teachers' Organisation of South Africa) and the Department of Basic Education. Resolution 6 of 1998 of the ELRC is owned by all the parties mentioned above without exception. Hence they all are signatories to it. Collective Agreement No 2 of 2003 was later signed to clarify the procedures for the implementation of the resolution in more detail. A significant development in the ELRC occurred in 2016 when Collective Agreement No. 4 of 2016 was signed to replace Collective Agreement No. 2 of 2003. The difference in content between CA No. 2 of 2003 and CA No. 4 of 2016 is explained in the paragraphs below when the content of each is explained in detail.

The parties are unanimous, according to the 'resolution', in noting the need to reach equity in teacher provisioning between educational institutions within a province and

between provinces. They also note the obligation of the Member of the Executive Council (MEC) for Education to determine, each year, the educator post establishment, also known as the Provincial Post Basket for schools in the Department, for the following year. Once the MEC has made the determination stated above, the Head of a Provincial Education Department ought to distribute the posts, pulling from the post-basket declared by the MEC, across all the institutions within the Provincial Department. This gives rise to a situation where some institutions gain additional posts in their Staff Establishments, while others lose one or more posts. The need to transfer educators arises out of this situation because educators occupying posts that have been declared additional in the establishment must then be declared in excess to the establishment of the institution concerned. Such educators are transferred to posts in institutions that have gained additional posts. This process of rationalisation and redeployment of educators is also referred to as the 'transfer of educators due to operational requirements'. The movement of teachers due to operational requirements is not unique to South Africa. Utibe, Udongwo and Agah (2014: 6) allude to the effect that the strategy was adopted in Nigeria to solve a particular national educational need of teachers at Primary School level who were grossly undermined by those at Secondary Level. As a way of mitigating this negative spirit among teachers, a need arose for teachers to be transferred from Primary Schools to Senior Secondary Schools, and vice versa.

Paragraph 2.4 (a) of Collective Agreement No. 2 of 2003 states that operational requirements for education institutions are based on, but not limited to, the following:

- i) Change in learner enrolment;
- ii) Curriculum changes or a change in learners' involvement in the curriculum;
- iii) Change to the grading or classification of an institution;
- iv) Merging or closing of institutions; and
- v) Financial constraints.

Paragraph 2.4 (c) makes it mandatory for the principal of a school, on receipt of the final Staff Establishment for the following year, to hold a staff meeting in which all staff

members shall be present. The purpose of the meeting is to inform the educators of the new Staff Establishment. It is also for the principal to outline the procedure that will be followed in identifying educators to be declared additional in the Staff Establishment if the new Staff Establishment reflects a reduction in the number of educators currently deployed in the institution concerned. As a matter of principle, the primary criterion for the identification of educators to be declared in excess to the establishments is the curriculum needs of the school. Educators who are least in demand (or least indispensable) regarding the curriculum offerings of the school, are the ones that must be identified first. In instances where two teachers are equally least indispensable, but only one has to be identified, the principle of 'Last-In First-Out' (LIFO) applies.

For the process of redeployment to unfold smoothly, with as minimal qualms and quarrels as possible, a District Task Team (DTT) and a Provincial Task Team (PTT) are, regarding the resolution, set up as structures whose function is primarily to oversee the implementation of the Redeployment Policy in schools. The DTT and the PTT also have a responsibility to resolve the disputes that may arise from the implementation process of the resolution. The overall aim is to monitor the coordination and implementation of the rationalisation and redeployment process in a provincial education department. The ELRC, after consulting the provincial chamber, appoints an independent chairperson of the PTT, to chair all PTT meetings and act as the facilitator of the rationalisation and redeployment processes within the province. He/she functions within an approved mandate of the Council. At the level of the district, the chairing of DTT meetings is the function of the District Director. For both the PTT and the DTT, the secretariat is provided by the Department. Clause 3.4 of the resolution stipulates very succinctly that "the transfer of educators declared in excess in the process of rationalisation is compulsory."

In 2016, something that marked a watershed in the way Teacher Redeployment Policy was implemented in the country happened. What happened was the signing of CA No. 4 of 2016. The signing of this Agreement introduced significant changes in the

implementation of the Teacher Redeployment Policy. It stated in Paragraph B.6.4 that the identification of serving educators, in addition to the establishment due to operational requirements, need not be performed on an annual basis. It goes on to say that the identification of teachers in excess must be performed at least once every 36 months. This change brought about a significant relief regarding stress and depression levels that redeployment imposed on teachers.

The DTT and the PTT were now done away with. Roles that used to be played by these structures were conferred to the School Governing Body (SGB) and certain critical offices in the Administration and Management hierarchy of the Department. The duty to identify teachers, in addition, became the responsibility of the Circuit Manager/District Director. The Circuit Manager/District Manager could only do so by taking into account the views of the educator staff of the school concerned as expressed at a formal meeting convened by the principal. One representative per trade union party is invited by the Circuit Manager/District Manager to observe the process. Regarding section 6(3) and section 8(2) of the Employment of Educators' Act, the employer may only transfer an educator permanently to a school on the recommendation of the governing body of such school. The South African Schools Act, No. 84 of 1996 states categorically that the School Governing Body ought to make a recommendation for the appointment of a teacher into a post at a school.

Collective Agreement 4 of 2016 also provides for teachers declared in excess to make choices regarding schools they want to be transferred to from a list that they must be provided with. In the event the teacher fails to make a choice, he/she must be given an opportunity to make written representations. Such representations include personal circumstances about the intended transfer before a final decision is made. This creates a fertile ground for teachers to participate in the process only in terms that suit them as against forced transfers that do not take their circumstances into account.

Section 197(4) of the Constitution (Act No.108 of 1996) provides that provincial governments be responsible for the recruitment, appointment, promotion, transfer and dismissal of members of the public service in their administrations within a framework

of uniform standards applying to the public service. Section 5(1) of the Public Administration Management Act (PAM), 2014 (Act No 11 of 2014), commonly known as the PAM document, provides that any employee of the transferring institution may, subject to sections 153 and 197(4) of the Constitution, be transferred within an institution or transferred to another institution in a manner and on such conditions as prescribed.

Section 8(b) of the Employment of Educators' Act (EEA), 74 (Act 74 of 1996 as amended) stipulates that the Head of Department may transfer any educator in the services of the Provincial Department of Basic Education to any other post in that department.

All the pieces of Legislation indicated above give power to Provincial Departments of Basic Education, whenever the need arises, to take a bold step and transfer educators from one institution to another due to operational requirements within or across the Provincial Departments, every year. However, this transfer of educators due to operational requirements has never been without challenges ever since its inception in 1998. This is precisely because educators identified in excess in their schools often resist, or refuse literally to move to the new schools they are transferred to. It appears that SADTU, as a majority union, has a finger in the said resistance and/refusal by excess teachers to move when transferred. It is this perception that has necessitated this study. The study must answer the question as to whether SADTU has such a role in the implementation of Redeployment Policy or not.

The policy is clear to say that the role of the union is that of an observer in the implementation of the policy. However, there is a perception that the South African Democratic Teachers' Union (SADTU) is either in full control of the administration and the management of affairs in the Department of Basic Education or co-managing with the leadership of the Department of Basic Education in the Eastern Cape. SADTU is perceived to be either co-managing with the Department of Basic Education or in full control in both the formulation and the implementation of education reforms, all of

which without exception, including the Teacher Redeployment Policy (TRD). Kota, Hendricks, Matambo and Naidoo (2017:23) insist that a heavy contestation of teacher distribution by unions such as SADTU in the province effectively scupper the department's ability to efficiently and equitably distribute teachers, especially in rural areas. The implementation of teacher redeployment is seen to be running according to the will and the dictates of SADTU in the province. The study sought to establish if this perception has any basis at all, or if it is something that is entirely unfounded. There is very limited regarding literature that reflects on this subject. The study was conducted by interviewing teachers in schools, analysing the data collected and inductively coming up with conclusions.

The study was conducted in the Ngcobo Education District of the Eastern Cape Province, South Africa. The South African Democratic Teachers' Union, boasting a membership of 254 000 of a total of 425 000 educators in 2013, is the largest teacher union in South Africa. It is allied to the ruling party, the African National Congress; and is an affiliate of the Congress of South African Trade Unions (COSATU). One of the most critical challenges that the ANC government had to contend with, on its ascension to power in 1994, was that of the transformation of the education system in South Africa. Nineteen (19) Education Departments that were divided according to colour, race, creed and all other forms of discrimination based on the Apartheid policies of the past, had to be collapsed into one education system that is democratic, equal for all, non-racial and non-sexist. Booyse and Swanepoel (2015:215-234) are unequivocal in stating that South Africa inherited an education system that comprised two distinct types of schools – the well-resourced functioning schools attended by mostly Whites, and the poor schools (also known as 'previously disadvantaged schools') regarding resources attended by Black learners. This necessitated the formulation of policies aimed at addressing all the barriers that prevented some learners from attending school. In addition, the facilitation of equitable access to schooling and its benefits, as well as developing policies and systems that would ensure that teachers were well prepared for the enormous responsibilities they had to carry out in this new dispensation.

It was, therefore, critically important for the ANC to have a large union of the calibre of SADTU, as part of one of its alliance partners; if the transformation agenda in education was to be realised. SADTU was an education union of the ANC that played a pivotal role in the transformation of education in South Africa. Bowe, Ball and Gold (2017:1) paint a picture that schools, principals and teachers, soon after teachers became unionised, were either silent in the formulation of education reforms processes and the implementation thereof or effectively vocal *via* their teacher unions. It can, therefore, be safely deduced from this assertion that teacher unions, as the voice of the teachers that are their respective members, began to have an influence on the implementation of education policies right from the dawn of democracy in South Africa. Au and Ferrare (2015: 2) concur with this view by further making a recommendation, based on the distinguishably massive gravity of the influence that the unions began to make on the formulation and the implementation of education policies. They observed that the collective power of teachers and teacher unions and the historic gains in autonomy and creativity of the teaching profession needed to be drastically limited.

The role of teacher unions on education reforms is enormous. This role manifests itself in the form of debates and resolutions signed off in the Education Labour Relations Council (ELRC). This is a platform that has been created to provide an opportunity for negotiations between the unions and the department. It further finds expression in schools and districts at the stage of the implementation of the policies. In schools where teachers are members of teacher unions, site stewards play a pivotal role in protecting the rights of their respective union members at that level. They consciously play the role of serving as observers as the processes unfold at school level to intervene when rules and regulations, as stated in the Teacher Redeployment Policy, are flouted. At the same time, the unions in the districts, through bilateral meetings with the District Management (particularly the District Director and Circuit Managers), continue to ensure that their voice is heard. The role of teacher unions in the implementation of education policies is not confined to teacher redeployment, but to all

education reforms aimed at benefiting the teachers and learners in schools. Better working conditions such as 'paid maternity leaves, medical aid subsidies, housing allowances, and increases in salaries for teachers constitute the impact that teacher unions make in the Bargaining Chamber and the department (Amtaika 2013:108-116). Linden (2013: 2) states that the sole reason for the existence of any collective bargaining process is to bring the parties to an agreement. Whether the agreements reached in the Provincial Education Labour Relations Council (PELRC) in the Eastern Cape, in so far as teacher redeployment in the Ngcobo Education District are adhered to or not, when it comes to implementation, is what this study sought to establish. It appears that the implementation of the policy on redeployment is seldom a resounding success in schools. Every time the process of redeployment is rolled out, teachers begin to feel that they are shifted around like pawns on a chessboard without any consideration of circumstances within their respective families. This is a perception that, to me, teacher unions still hold even today. Teachers identified in excess in their respective institutions do not move to institutions where there is a shortage of staff, and where the employer requires their services. It appears that the South African Democratic Teachers' Union (SADTU) will have a reason to encourage its members not to cooperate with the process as soon as the time for the actual implementation comes. Is this a fact or fallacy? This is what the study sought to establish.

The South African Democratic Teachers' Union was confident the Eastern Cape Department had no prospect of winning the court action it instituted over the union's alleged interference in the redeployment of excess teachers (Eastern Cape Herald, 2 August 2016:3). The newspaper was reporting on the resistance by SADTU, in a Court of Law, to the implementation of the Redeployment Policy. The department, in this case, had taken SADTU to court for allegedly being an obstacle to the implementation of the Redeployment Policy in the year 2016, despite the union having agreed in the chamber that redeployment was the way to go. The Province's Education Department had locked horns about teacher redeployment, and neither side seemed willing to compromise (City Press, 13 January 2013:1). The department, on the one hand, wanted excess teachers to be redeployed to schools that had too few educators.

SADTU, on the other hand, insisted that; given the workloads that were already too much for teachers to cope with, there were no schools with too many teachers to warrant the redeployment of some in any given institution in the Eastern Cape.

In the Eastern Cape, there is a glaring anomaly in the manner in which the school structure stands. This makes the Peter Morkel Model, that is used country-wide for the provisioning of educators to schools counterproductive, for both teacher workloads and effective teaching and learning in schools. The model bases teacher provisioning on learner enrolments in schools regardless of the number of grades and subject offerings in a school. In the other eight provinces, a primary school stretches from Grade R to Grade 7, wherein a high school stretches from Grade 8 to Grade 12. The Eastern Cape is a province that has an alarmingly high number of small and unviable schools, and this is not the case. What is supposed to be a primary school is a Junior secondary school stretching from Grade R to Grade 9; when a High School stretches from Grade 10 to Grade 12. It is only now that the Provincial Department, *albeit* fierce resistance from school communities, has embarked on a process of rationalising and re-aligning schools in accordance with the norm in the country. There are only two school prototypes that have been declared by the Minister of the Department of Basic Education for the whole country; a primary school that stretches from Grade R to Grade 7, and a high school that stretches from Grade 8 to Grade 12.

Regarding the Peter Morkel Model; if the total learner enrolment in a school from Grade 7 to Grade 9 is 120 for example, the number of teachers allocated is three. This allocation is based on the provisions of Resolution No 4 of 1995, which stipulates a ratio of 40:1 for a primary school, and 35:1 for a secondary school. The three teachers allocated must then teach all the nine Learning Areas offered in each of the three grades; which makes it virtually impossible for effective teaching and learning to be realised. The three teachers combined have no choice but to contend with nine Learning Areas in each of the three Grades, which translates to a total of 27 Learning Areas for the three teachers. This is where the issue of workloads that are unacceptable comes in. Hence resistance to allow any teacher declared in excess to

move. That is why SADTU, as indicated in the citation from the City Press above, insists that there are no schools with too many teachers.

For me, the extracts above from the newspapers are an indication of an influence that is counterproductive on the part of SADTU to the implementation of the Redeployment Policy. It is this role played by SADTU as a union that necessitates a study of what their role in the implementation of Redeployment Policy is. Gavin Davis, a Democratic Alliance MP, alluded that SADTU had blocked all measures such as regular assessments, competence tests and performance agreements for principals aimed at holding the educators accountable. In addition, SADTU members regularly embarked on protests, strikes and stayaways that deprived the most impoverished children of a decent education (Business Day, 2017).

Redeployment is undoubtedly a process that any teacher cannot take lying down without fighting. Given that most teachers are members of teacher unions, it goes without saying, therefore, that their respective unions would take it upon themselves to take up the fight on their behalf. Thus interfering with the implementation of the Policy on Teacher Redeployment. The SADTU Constitution as Amended (2014:9) describes the objectives, among others, as to promote and further the interests of its members and to voice collectively their opinions on all matters relating to education. It is one of the objectives of the union to resist any move by the Department that affects the welfare of its members negatively. Amtaika (2013:108-116) alludes to the purpose of the formation of SADTU in 1990 as partly to spearhead change in the education system in South Africa and partly to deal with the welfare of teachers as workers. Whereas only 30 000 members joined the union at its inception in 1990, by 2010, the membership had grown up to 245 000 teachers. This growth in membership shows the remarkable extent to which teachers began to appreciate the role SADTU played in making sure their welfare received the necessary attention. Amtaika (ibid) refers to a strike in 2010 that was characterised by teachers losing their integrity by pointing out that teachers also intimidated colleagues who sought to report for work and vandalised school properties. In addition, in some schools, preliminary examinations

were disrupted or abandoned. Amtaika (ibid) further states that there are schools in which preparations for the final examinations took place in a tense and uncertain atmosphere. A scenario that renders credence to the argument that the behaviour of teachers in the 2010 strike, on the part of SADTU members, was in direct contrast with the conservative professionalism displayed by teachers in the 1989 strike. The assertion, therefore, that SADTU might be having an inhibiting influence on the willingness of its members to comply with redeployment processes can therefore not be ruled out as far-fetched; hence this study.

Conflicts between the Department of Basic Education and teacher organisations became the order of the day. These emanated from a number of factors that influenced negatively on teachers, as well as effective teaching and learning; the loss of morale on the part of educators affected by redeployment, the stigma that teachers identified in excess carried with them that they were, in fact, worthless, as well as their inability to cope with the resultant depression.

The situation was aggravated by a new perception that emerged around redeployment that redeployment was in fact retrenchment in disguise. Regular stand-offs between SADTU and the Department of Basic education over this perception continue to prevail even today. The most prominent teachers' union in the Eastern Cape had threatened to begin mass action in the new academic year if authorities cut teaching posts (The Daily Dispatch, 9 December 2015:1). The South African Democratic Teachers' Union SADTU) provincial administrator Chris Mdingi, said they wanted the department to keep 55 796 jobs intact, instead of cutting them to 54 747 posts for the following year in line with the learner population that had declined. To SADTU as a union, the reduction in the number of posts declared by the MEC meant nothing else but the retrenchment of teachers through unauthorized means.

The fact of the matter is that in the past ten years in the Eastern Cape, the redeployment of teachers has never been implemented with resounding success. Teachers that were declared in excess in the staff establishments of their respective

schools refused to move, allegedly with the full support of their respective teacher unions. It is the allegations of influence that this study sought to understand with particular reference SADTU as a teacher union. Buckman, Henry, M.P.A., SHRMP-CP, P.H.R. and Young (2016:47) support and endorse the importance of collective bargaining. By design and purpose, collective bargaining is meant for teacher unions to influence policy formulation by way of the contributions they are required to make in all discussions in the chamber. This is by articulating that advocates who seek to remove unions must attend to the loss of the employees' voice via union representation if collective bargaining is to be eliminated from public education.

The influence of unions in collective bargaining is, however, not without problems. It has its advantages and disadvantages, for both the employer and the unions. Visser (2016:9) raises an interesting point around collective bargaining: that for workers, collective bargaining has a *protective* function of ensuring adequate pay, establishing limits on daily and weekly working time, and regulating other working conditions for those with weak individual negotiating power. It then becomes a *voice* for the collective expression of grievances. The unions protect their members and thus make it impossible for the employer to do as they please. For employers, collective bargaining has an essential *conflict management* function because the process of resolving disputes of mutual interests can only be possible through negotiations rather than the use of force or dictatorship tactics. While this approach has the positive result of keeping the relations of the employer cordial with the unions, it makes it difficult for the employer to put into effect all the education reforms it wishes to institute as it pleases. Resistance to the implementation of the Redeployment Policy in schools alluded to above is not unique to South Africa. The strategies that the other countries outside South Africa have deployed successfully to deal with resistance to redeployment by unions are covered below when the literature review is discussed.

1.3.PROBLEM STATEMENT

It appears that the implementation of the policy on redeployment is seldom a resounding success in schools. Every time the process of redeployment is rolled out, teachers begin to feel that they are being shifted around like pawns on a chessboard without any consideration of circumstances within their respective families. This is a perception that, to me, teacher unions still hold even today. Teachers identified in excess in their respective institutions do not move to institutions where there is a shortage of staff, and where their services are required by the employer. It appears that the South African Democratic Teachers' Union (SADTU) plays a central role in encouraging its members not to cooperate with the process as soon as the time for the actual implementation comes. It is the purpose of this study to establish whether indeed there is an influence that is counterproductive to the success of the implementation of the policy on the part of SADTU or not. The questions to the participants that will bring to the fore clarity in this regard are as follows:-

- What role does SADTU have in the implementation of Teacher Redeployment Policy in your school?
- How do teachers affected by the redeployment process react to the role that you have mentioned?
- In your view, does this role assist in implementing Teacher Redeployment Policy success in your school?
- If not, how can the influence be curbed?

1.4.AIM AND OBJECTIVES

The purpose of the study was to understand the role that SADTU (South African Democratic Teachers' Union) plays in the implementation of the Teacher Redeployment Policy. The objectives were:

- 1.4.1** To understand whether SADTU plays a role that contributes effectively to the successful implementation of the Redeployment Policy.
- 1.4.2** To determine how the role that SADTU plays manifests itself at the school level.
- 1.4.3** To understand whether the role that SADTU plays has a positive or negative impact on the achievement of the objectives of the implementation of the Redeployment Policy.
- 1.4.4** To determine how the positive impact (if any) of the role that SADTU plays in the implementation of teacher redeployment in schools can be improved.
- 1.4.5** To establish how the negative impact (if any) of the role that SADTU plays in the implementation of Teacher Redeployment Policy in schools can be curbed or circumvented.

1.5. RESEARCH PARADIGM, RESEARCH DESIGN AND RESEARCH METHODOLOGY

1.5.1 Introduction

Creswell and Creswell (2017:1) introduce the phenomenon of mixed methods research which entails employing the combination of both qualitative and quantitative research in the social and human sciences. In this regard, they maintain that there is more insight to be gained from the combination of both qualitative and quantitative research than either form by itself. However, in this study qualitative research was used by the researcher. A clear distinction between the qualitative and quantitative research is drawn in the next paragraph.

1.5.2 Research paradigm

The interpretive paradigm was used in this study. Unstructured interviews were used as a way of collecting data from participants. It is through this approach that the researcher came to realise that individuals are so intricate and complex that they experience and understand the same 'objective reality' in very different ways. In order to understand human action, the researcher needed to embrace an empathic understanding that sees the world through the eyes of the participants. In this study, a deliberate and a conscious endeavour has been made by the researcher to see the role of SADTU in the implementation of the Redeployment Policy through the eyes of the teachers who took part in it. From the responses that the participants gave to the questions asked, the researcher was able to make sense of the perceptions that teachers have in regard to the role of SADTU in the implementation of teacher redeployment in schools in the Ngcobo Education District.

1.5.3 Research Design

The research design in this study was qualitative. The researcher purposefully tried to gain a better understanding of the complexities of the experiences of teachers through unstructured interviews. The findings and recommendations made were based on that understanding on the understanding that the researcher gathered. The research design was in fact the how of the study. It brought into light how the study was conducted. It gave an in-depth indication of the systematic and the collaborative strategies the researcher used to gather information about the actions and interactions of teachers around the implementation of teacher redeployment in schools. The research design also reflected on the meaning of such actions and interactions, enabled the researcher to arrive at conclusions, and eventually forward an interpretation in written form.

The research design can either be qualitative or quantitative. While the Quantitative Research Design is used to quantify the problem by way of generating numerical data that can be transformed into usable statistics, qualitative research is primarily exploratory and interpretive. In Quantitative Research Design, measurable data is used to quantify attitudes, opinions, behaviours, and other defined variables and further generalise the results from a larger sample population. Cope (2014:1) argues that quantitative research uses experimental and objective methods. Qualitative Research Design in this study was used by the researcher to gain an understanding of underlying reasons, opinions and motivations. Unstructured and semi-structured techniques such as individual interviews were used to uncover trends in thought and opinions, and delve deep into the problem. The design used in this qualitative research study could not be objective. It was to some extent subjective, anecdotal, and subject to researcher bias. It lacked generalizability in that it produced large quantities of detailed information about a single, unique phenomenon or setting. That setting was the role that SADTU plays in the implementation of teacher redeployment in schools in the sampled schools of the Ngcobo Education District.

Inherent in qualitative research design that the researcher adopted in this study are the concepts of description and interpretation of trends as the research process progressed. Merriam and Tisdell (2015:24) maintain that the researcher consistently endeavours to describe and interpret all the critical phenomena, attitudes, opinions and thoughts that come to the fore as an outcome of interviews and observation. The researcher in this study made a concerted effort to describe and interpret all critical phenomena, attitudes, opinions and that that came fore from the participants in this study. Other concepts that the researcher took into cognizance in conducting this study include the concept of credibility, trustworthiness and triangulation all of which are discussed in detail in the paragraphs below.

Mayan (2016:2-3) describes qualitative inquiry as primarily naturalistic, interpretive, and inductive. In this study, the researcher interpreted or made sense of the meaning people attach to their experiences or underlying a particular phenomenon. The

researcher worked inductively from individual cases (the data) and not from a pre-existing framework or a particular theory. The researcher then used creativity, sensitivity, and flexibility in trying to make sense of how teachers perceive the role of SADTU to be in the implementation of teacher redeployment in schools. The researcher invited context, complexity and confounding variables. This required patience and the ability to live with enormous amounts of ambiguity.

Verhaeghe (2016:3) holds the view that qualitative researchers study things in their natural settings, attempting to make sense of or interpret phenomena regarding the meanings people bring to them. This is accomplished by way of open-ended questions that the researcher seeks answers to, from carefully identified participants. The responses to the questions constitute data in respect of values, opinions, behaviours, and social contexts that the people have around the topic enquired about. Such questions are articulated in the form of in-depth interviews aimed at collecting individuals' personal histories, perspectives; more often than not; on sensitive topics being explored. Alternatively, the observation of participants for data collection on naturally occurring behaviours in their usual contexts proves appropriate as well. At the same time, the effectiveness of focus groups identified soliciting data that can be used for generating broad overviews cannot be underestimated.

In this study, participants were provided with space and time to elaborate on their experiences about the role of SADTU in the implementation of the Redeployment Policy in schools in their own lives. The qualitative research design was used as a means of exploring and understanding the meaning that the participants in this study ascribe to role of SADTU in the implementation of teacher redeployment in the Ngcobo Education District.

In collecting data for this qualitative study, it was not possible for the researcher to consult all teachers (i.e. whole population) in a specific category as indicated by a research project. That means the possibility to transfer the findings to another situation of the same kind is created by the findings made from a small group of selected

individuals. The method will possibly foster trust between the researcher and participants and will encourage them to open up. The approach helped me understand the role that SADTU plays to either enhance or hamper the successful implementation of the Redeployment Policy in schools.

Trustworthiness, in qualitative research, means that conclusions drawn from the research findings are worth paying attention to. Lindley (2013:174) views trustworthiness as being of the utmost importance as it ensures that, as far as possible, the researcher is reporting on the findings accurately. Elo, Kääriäinen, Kanste, Pölkki, Utriainen and Kyngäs (2014:1) maintain that the trustworthiness of qualitative content analysis is often presented by using terms such as *credibility*, *dependability*, *conformability*, *transferability*, and *authenticity*.

Credibility was also ensured by way of prolonged engagement with participants. Two to three sessions per participant were arranged. When the same response to each particular question was given by the participants concerned, this ensured the credibility of the findings. Credibility, in other words, speaks to the whole issue of the authenticity of the findings. The findings are such that other researchers that happen to use the findings and conclusions of this study in their situations can do so quite fittingly. In that way, both the findings and the concomitant conclusions qualify to be referred to as transferable. Other researchers should be able to replicate the study that I have undertaken. To attain this objective, I aimed for a “thick description”; and this is what I was determined to achieve.

Credibility was also ensured by way of triangulation. Triangulation refers to using more than one particular approach when researching in order to get richer, fuller data and to help confirm the results of the research (Wilson 2014:74-75). These different approaches include, among other things, different times for data collection, different places from which data was collected, as well as different people from whom data was collected. All these approaches were used in this study to ensure the credibility of the outcome.

1.5.4 Research methodology

1.5.4.1 Introduction

Walliman (2017:1) define Research Methods as tools and techniques for doing research. He goes on to say that doing research is a journey of discovery, not only as a way to reveal new knowledge and understanding about a particular subject but also as a personal expedition into unknown territory that demands curiosity, imagination, creativity, enterprise and determination. From this view, it then follows that the researcher needs to be equipped with tools and techniques to navigate in the journey envisaged. The said tools and techniques include, among other things, data collection and data analysis techniques as will be demonstrated in the paragraphs below.

1.5.4.2 *Selection of participants/sampling*

Sample Size

The size of the sample was **a total of twenty five (25) teachers** selected as follows:-

- **Five** School Principals - **One** from each of the schools selected.
- **Ten** teachers who are not unionised – **Two** from each of the **Five** schools selected.
- **Ten** Teachers who are unionised – **Two** from each of the **Five** schools selected.

Participant Selection Method

- Permission to conduct research was sought in writing in line with the Ethics Regulations of the University of South Africa from the District Director of

Ngcobo Education District, the Ngcobo Education District Branch Secretary of SADTU, and from each of the teachers that were interviewed.

- All the participants cited above were requested to grant the researcher permission to either interview or be interviewed as the case may be, by completing the consent form that was provided by the researcher.
- The Branch Secretary of SADTU was also requested by the researcher to direct him to five schools where there are teachers that are unionised as well as teachers that are not unionised.
- The Human Resource Section of the District Office, through the District Director, was requested to confirm that these teachers were indeed unionised.
- This means that a combination of **purposive**, **quota** and **snowball** sampling was used in this research.
- **Purposive** sampling means that the selection of participants is based on predetermined criteria that are relevant to the topic.
- In this case, the predetermined criterion is that SADTU and Non-SADTU members were selected as participants.
- **Quota** sampling, which by its very nature is an inherent part of purposive sampling, means that while designing the study, the researcher decides how many people and with which characteristics they will be selected as participants.
- **Snowball** sampling, also known as **chain referral** sampling, was used since it was not easy to identify schools that meet the applicable criterion in this research; viz. teachers who are SADTU members and teachers who are not.
- In this method, participants with whom the researcher had already made contact were used; and their networks were used to refer him to people who met the requirements, and could potentially be used as participants.

1.5.4.3 Data collection

- Appointments were made with participants for interview sessions in their

workstations or any other venues they preferred.

- A clear Time Management Plan was drawn once the proposal had been approved and Ethics Clearance granted

1.5.4.4 Data analysis

Data analysis and interpretation relate to the process by which sense and meaning are made of the data gathered in qualitative research, and by which the emergent knowledge is applied to clients' problems. This data often takes the form of records of group discussions and interviews but is not limited to this. Lewis (2015:93) maintains that qualitative research aims to understand both individual meanings as well as complex systemic interactions as they apply to social problems or individual experiences. This method of research is both inductive and flexible, allowing for a holistic approach that facilitates a rich understanding of the content examined. Qualitative research makes use of many sources of data, including interviews, videos, direct observation, and various forms of records, among others. Of these, the most valuable source of information may be the personal interview (Barbour, 2014). Perhaps the most significant step toward ensuring the accuracy of one's data is to conduct thorough, quality interviews that accurately encapsulate participants' experiences. It is on that score that I also exercised extreme caution in conducting interviews and soliciting answers to questions in the questionnaires that were issued to participants.

All the answers to the same question on the interviews and the questionnaires were then collated into one set of responses, and then examined to check on the frequency of similar and diverse responses to come up with a carefully reasoned overall idea that could be obtained from them. This reasoning constituted an analysis of the data collected per response per question. Units of analysis included words, phrases and sentences that were identified by highlighting them. The data were analysed using the constant comparative method (Matkut & Morehouse, 1994:127). Noble and Smith (2015: 34-35) make a very crucial assertion that unlike quantitative researchers, who

apply statistical methods for establishing validity and reliability of research findings, qualitative researchers aim to design and incorporate methodological strategies to ensure the 'trustworthiness' of the findings. Such strategies include:

- Accounting for personal biases, which may have influenced findings.
- Acknowledging biases in sampling and ongoing critical reflection of methods to ensure sufficient depth and relevance of data collection and analysis.
- Meticulous record keeping, demonstrating a clear decision trail and ensuring interpretations of data are consistent and transparent.
- Establishing a comparison case/ seeking out similarities and differences across accounts to ensure that different perspectives are represented. Including rich and thick verbatim descriptions of participants' accounts to support findings.
- Demonstrating clarity regarding thought processes during data analysis and subsequent interpretations.
- Engaging with other researchers to reduce research bias.
- Respondent validation: includes inviting participants to comment on the interview transcript and whether the final themes and concepts created adequately reflect the phenomena being investigated.
- Data triangulation, whereby different methods and perspectives help produce a more comprehensive set of findings.

1.5.4.5 Trustworthiness

To ensure the trustworthiness of the findings, analysis and interpretation thereof all the strategies highlighted above were applied in this study. Carter, Bryant-Lukosius, DiCenso, Blythe and Neville (2014:1) define triangulation as the use of multiple methods or data sources in qualitative research to develop a comprehensive understanding of phenomena. Triangulation is also viewed as a qualitative research strategy to test the trustworthiness of the findings through the convergence of information from different sources. Carter et al., (2014:1) identify four types of

triangulation: (a) method triangulation, (b) investigator triangulation, (c) theory triangulation, and (d) data source triangulation.

Willig (2014:136-149) is of the view that **interpretation** is the challenge at the heart of qualitative research; and that without interpretation, the researcher cannot make sense of the data. Qualitative researchers explore people's experiences, their thoughts, feelings and social practices and give meaning to them. To achieve this aim, the researcher asks himself/herself the question, "What does this mean?" in response to each answer given by the participant to the question asked. Interpretation entails the generation of a deeper and fuller understanding of an account made by a participant on a given phenomenon. In interpreting the data, this is what I did in this study.

1.5.4.6 Ethical considerations

A researcher is duty bound to research in a manner that is ethical. This compliance matter must be adhered to. Otherwise the scientific process of the study will be adversely compromised, and the consequences could be too ghastly to contemplate. The researcher, in the case, ensured compliance with the requirement above by first requesting permission from the University of South Africa's Ethics Committee to conduct the research. Once that permission had been secured in writing, the researcher then sought the permission of the Chief Director for Cluster B under which the Ngcobo Education District falls, to have access to the District Office and schools within the district. Permission was also sought from the secretary of the provincial chamber, for the researcher to interact with the union members that had been identified as participants. The researcher further sought the consent of every participant verbally before carrying on with the research questions. Each participant was informed of the permission already granted by senior authorities. Participants were verbally assured of the privacy, anonymity and confidentiality of their identities as per the protection of the researcher. Their names were coded. They were informed of

their right to withdraw from participating at any point in time during the research, should they wish to do so. No form of deception was inflicted upon the participants, and no value judgement was made under any circumstances. Participants were given the opportunity to go through the report to ensure the correctness of the information they provided to the researcher.

1.6 CONCLUSION

The focus in this chapter was a reflection, by the researcher, on the introduction, the background to the study, the problem statement, the methods that were employed in conducting the study, and the purpose and the significance of the study. The manner in which participants in the Ngcobo Education District were sampled was explained in detail. A clear reflection on how the data were gathered and analysed was also given.

The issue of how trustworthiness and ethical considerations were ensured in conducting the study were also given attention in this chapter. There was also a detailed indication of the legislative framework that regulates the implementation of redeployment policy in schools in South Africa, as well as what the role of SADTU is supposed to be in the implementation of this policy. This was coupled with a brief history of how the implementation of redeployment policy has unfolded in the Eastern Cape since the conception of the policy on redeployment.

Some light was also shone in this chapter regarding what some researchers have found the influence of SADTU to be in the implementation of the redeployment policy, either in line with or against what is stipulated in law. In the next chapter, a more detailed attention is given on this aspect through a literature review.

CHAPTER 2

LITERATURE REVIEW

2.1 INTRODUCTION

The chapter is divided into seven **sections, including the conclusion**. Each of the six sections has its specific area of focus. The **first section** is the definition and the discussion of the process of teacher redeployment as it relates to the Eastern Cape Department of Education.

The **second section** is the challenges in the implementation of Teacher Redeployment Policy in the Eastern Cape Department of Education and other countries in the world.

The **third section** deals with the role and responsibilities of the South African Democratic Teachers' Union in the process of the implementation of the Teacher Redeployment Policy as prescribed by policy (Resolution No.2 of 2003).

The **fourth section** relates to the illegal and illegitimate change that SADTU bestowed on itself in respect to its role in the implementation of the Teacher Redeployment Policy as outlined above to a role beyond the parameters set out for teacher unions as prescribed in the policy. This section is also a reflection of SADTU overstepping its role regarding the part it plays in actual practice. This section will hopefully draw the attention of the reader into seeking to understand the difference between theory and practice (the ideal and the actual) concerning the role played by SADTU in the implementation of the Redeployment Policy. The interests of the members, rather than policy seemingly inform the role that SADTU plays in the implementation of Teacher Redeployment Policy. This is so because SADTU is torn between appeasing, pleasing the membership on the one hand and abiding by the resolutions of the Collective Bargaining Chamber on the other hand. The fourth section goes further to look into the extent to which SADTU is capable of influencing, with resounding success, the top management of the Education Department in the Eastern Cape into filling vacancies

that are supposed to be filled through redeployment, through newly appointed educators who are qualified in limited skills subjects. In the Eastern Cape, there is a gross shortage of both the Foundation Phase Educators and the Educators for Mathematics, Physical Sciences, Agriculture and Accounting in the Further Education and Training Phase (FET Phase – Grades 8 to Grade 12). This brings about a desperate situation wherein posts that are supposed to be filled through excess educators end up being filled through these newly appointed educators; a situation that has an effect, in turn, not only of inhibiting the redeployment of excess educators into vacant posts, but also of bringing about a bloated teacher workforce in the system. The subsequent appointment of these Foundation Phase Educators and Scarce Skills Subjects over and above the post-basket declared by the Member of the Executive Council (MEC) for the year under review, is unbudgeted for and the net result thereof is over-expenditure on the Compensation of Employees' budget for the year in question. This role, on the part of SADTU, which results in the Department employing more educators than it should have employed, is beyond the scope of their prescribed role regarding policy. In addition, it has far-reaching consequences even on the financial standing of the Department. The budget becomes overstretched when appointments that were not budgeted for are implemented.

The **fifth section** deals specifically with the whole notion of collective bargaining and the implications thereof for SADTU. The section checks on whether or not collective bargaining achieves the objective that SADTU acts within the ambit of the policy as determined in the chamber. It does so by examining the extent to which SADTU will prioritise, at all costs, the interests of their members in conducting their business. The role of SADTU in the implementation of the Redeployment Policy is to observe. It is not to come up with other categories of teachers that must be considered in filling the posts. All vacant posts profiled during the process of redeployment ought to be filled through redeployment; and not through Scarce Skills Subject Teachers or Foundation Phase teachers that are not in excess.

The section seeks to provide an answer to the question whether or not there is any moral basis and justice in law in the role played by SADTU in the manipulation of vacant

posts set aside for filling through redeployment. This is the habit of putting the interests of own members or preferred unemployed educators over and above the interests of the Department and those educators declared in excess in their present schools.

The **sixth section** seeks to examine, through the eye of the needle, the conduct of SADTU and weighs it against the expected professional ethos that teachers are expected to observe in the teaching profession. The concept of professionalism will be discussed in detail, and then put under some scrutiny regarding how SADTU conducts itself during the implementation of the redeployment process. The impact that the said professional and ethical conduct has on the attainment of educational outcomes through redeployment is paid attention to in this theme.

Throughout this chapter, use is made of both South African and International literature, including research reports, journals, conference inputs, and theses on teacher redeployment. An attempt was made, in this chapter, to demonstrate how the six themes are interrelated. The study was designed to throw light, from the perspective of other researchers, on how the process of redeployment happens in schools and districts in South Africa and other countries outside South Africa.

Literature review is, therefore, at the core of every argument that will ensue on the six sections stated above in this chapter. The reason why literature review takes centre stage in this chapter is for the researcher to come to grips with, to know and to understand what the other researchers have found on the subject of the influence of teacher unions in general, and of SADTU in particular on the implementation of the Teacher Redeployment Policy.

Ghanbarzadeh, Ghapanchi, Blumenstein and Talaei-Khoei (2014:47) define the purpose of the literature review as providing the researcher with insight into the amount of research done in different countries on the topic that the research focuses on. To conduct research meaningfully and gainfully, it is, therefore, necessary for a researcher to review what other scholars say about the topic at hand. The purpose of the literature

review is twofold: to establish what information has already been gathered by other researchers on the topic at hand, and to identify gaps that need attention by way of further research (Mathebe, 2015). In the context of this study, the purpose of the literature review was to determine the work already done, as well as the findings already unearthed by other researchers on the influence of SADTU on the implementation of the Redeployment Policy in schools.

SADTU is undoubtedly a progressive union in that it is a COSATU (Congress of South African Trade Unions) affiliate. Affiliated to the organised labour, SADTU became the Congress of South African Trade Union's education union (Amtaika, 2013:108-116). COSATU is an integral part of the ANC/ SACP/COSATU alliance; the ANC being the ruling party in South Africa. Masenya (2013:41) argues that in most countries, the development and history of teacher unions are closely related to the political relationship with the government of the day.

It is, therefore, unsurprising that SADTU is so closely related to the ANC as to even adopt a stance that all its members shall vote for the ANC every time national, provincial and local government elections are held. As such, SADTU is expected to advocate for the agenda of the African National Congress, as the ruling party and the government of the day. This expectation is, however, not always realised. Zengele (2013:64) gives a critical account of union involvement in the implementation of the Redeployment Policy in schools. He states that teachers say it unequivocally that the redeployment process at school level is manipulated, not only by some principals, but also by SADTU and district officials. In addition, Zengele (ibid) articulates that the process dampens their spirits; a situation that warranted the protection of their unions. The contention in this case is that whereas the policy is clear that the curriculum needs of the school constitute the major determinant of who should be identified as excess to the establishment, teachers attest that if one is either at loggerheads with the principal or not a SADTU comrade, one will be the first target to be identified for redeployment. Mafora (2014:68-85) holds that principals do not consult teachers when making

redeployment decisions that affected teachers who offered subjects in their departments but based their unilateral decisions on non-curricular considerations.

Ramokgotswa (2016:105) maintains that on the issue of appointments, which by their very nature constitute an integral part of the redeployment process, the teacher unions' role is viewed as negative and biased. In addition, the Departmental officials are of the view that grievances on teachers' placement into posts are mostly about teacher unions' conduct which prioritises their interests or that of their members above the interests of non-members. Redeployment is about appointing a teacher from a school that is overstaffed into a substantive vacant post in a school that is understaffed by way of transfer.

2.1.1 The definition of 'redeployment' as it relates to teachers

Mabotja (2016:16) defines redeployment as the transfer of permanently employed full-time teaching staff from one educational institution to another within a specific region. The move to transfer teaching staff is prompted by the desire to secure judicious staffing of institutions against the background of the falling rolls within a framework that avoids resorting to compulsory redundancy. Mabotja (ibid) also defines redeployment as the transfer of educators from overstaffed schools to understaffed schools. The purpose of the whole exercise is to bring about equity among the institutions of learning as far as staff provisioning is concerned. Redeployment means the actual transfer of excess teachers from their present schools to other schools where vacant substantive posts exist. A substantive vacant post is a funded vacant post. Such a post needs to be filled if the system is to function optimally, effectively and efficiently. Taylor (2017:43-52) concurs entirely with the definitions above by stating that redeployment means the transfer of serving teachers regarding operational requirements. Redeployment is the transfer of teachers from institutions where they have been declared in excess in the Staff Establishment of the institutions concerned due to learner enrolments that have dwindled, into institutions where there is a shortage of teachers.

There is a fundamental difference between redeployment and retrenchment that needs to be clarified. The two are not necessarily the same thing. The term retrenchment relates to the process cutting down the posts that employees occupy in the work environment by making the employees utterly redundant in the system. Redeployment does not mean retrenchment of staff, but rather the transfer of the services of an employee from where such services are no longer needed to where they are needed. This constitutes one of the challenges that the implementation of Redeployment Policy gets confronted with even before the process is rolled out to schools and districts. Challenges will be discussed as a stand-alone item here below. Discussions in the Education Labour Relations Council (the ELRC) in the Eastern Cape have at some point been around that issue. SADTU sees redeployment as retrenchment in disguise. This is precisely because the number of posts declared for every subsequent year shows a downward spiral because of learner numbers that continue to drop in every following year due to the learners' migration to other provinces. This learner migration is a sequel to the fact that the parents of the learners move to go and settle in big cities like Cape Town and Johannesburg in search of employment opportunities. The net result of learner migration in their numbers becomes a cut in the number of posts declared by the MEC. The Daily Dispatch.2015.9 December: 1, reported that the biggest teachers' union in the Eastern Cape had threatened to begin mass action in the new academic year if authorities cut teaching posts. South African Democratic Teachers' Union (SADTU) provincial administrator Chris Mdingi, said they wanted the department to keep 55 796 jobs intact, instead of cutting them to 54 747 posts for the following year in line with the learner population that had declined. To SADTU as a union, the reduction in the number of posts declared by the MEC meant nothing else but the retrenchment of teachers through the back door.

The process of redeployment cannot be defined sufficiently without referring to another crucial concept it is inevitably related to, the concept of rationalisation. Ravishankar, El-Kogali, Sankar, Tanaka and Rakoto-Tiana (2016) define rationalisation as a mechanism using which equity and redress are brought about among institutions within an organisation. Rationalisation means the redistribution of resources, human and material,

from where there is an over-supply to where there is an under-supply. This definition is encapsulated in the studies they made on *Primary Education in Malawi*, and it applies in South Africa and other countries just as it applies in Malawi. Situations that warrant organisations to go the route of rationalisation differ from country to country. Narula (2016:426) points to a situation in the Bihar state of India wherein the student/teacher ratio up to elementary level stood at 60:1, which made it extremely difficult for teachers to cope with overcrowded classrooms. A need arose for Niyogit teachers to be redeployed to schools where there was overcrowding of classrooms; a move that these teachers resisted fiercely.

In South Africa, the need for government to go the route of rationalisation and teacher redeployment dates back from the era of Apartheid in the period pre-1994. Nkabinde (2016:82) is unequivocal in stating that post Apartheid education aimed to improve the quality of life for every South African regardless of disability, race, colour or creed. Apartheid education had set the stage for educational disparities in school funding, quality of content and resources in black schools throughout the country. Thus, post Apartheid education, under the ANC (African National Congress) led government, assumed the responsibility of eliminating illiteracy, ignorance, and exploitation of any person by another including those with disabilities. South Africa still faced a high rate of school dropouts, high rates of unemployment among black youth, and escalating school fees. The only vehicle to address the inequalities and the disparities of the past; based on discrimination according to colour, race or creed; was for the ANC to go the route of rapid transformation by way of setting up processes for redeployment and rationalisation in the system. This is how the idea of the process of teacher redeployment and rationalisation came about.

Before 1994, the South African education system comprised of 19 departments serving different racial groups. Thus, each education department was responsible for formulating its policies along racial lines. The Apartheid system of government divided its citizens along racial lines, with the highest group having the most rights and privileges and the lowest group the fewest. The racial classification went as follows:

whites comprised of the immigrant Afrikaners (Dutch, English or people of European descent), coloureds (people of mixed descent), Indians (from India/Asiatics), and Africans (indigenous black people). In 1994 South Africa witnessed the collapse of Apartheid and the birth of democracy. This political transformation led to the dispensation of a new educational system. This new educational system that gave birth to the notion of teacher redeployment and rationalisation. Teachers from historically advantaged, privileged and well-resourced schools which were mostly urban regarding the settlement were then transferred to the historically disadvantaged, poorly resourced township and rural schools.

Salmon and Sayed (2016:38-56) agree on the issue of disparities along racial lines that existed in education during the Apartheid era in South Africa by saying that the governance of teachers during Apartheid was characterised by high levels of disparity in teacher distribution and conditions of labour. Post Apartheid, context policies and interventions that govern teachers were critical, and teachers were placed in a central role as actors whose distribution, employment, recruitment and deployment could serve to redress the past, promote equity and build trust for social cohesion.

The key words that this section has defined and discussed in detail and are 'teacher redeployment and rationalisation'.

2.1.2 Challenges in the implementation of teacher redeployment

2.1.2.1 How are Schools Affected by Redeployment?

For a better insight into the challenges that the implementation of the Teacher Redeployment Policy is entangled in, it is prudent that the way schools are affected by teacher redeployment is explained. Schools are affected by teacher redeployment in two ways. It is either the school will lose educators or the school will gain educators, depending on whether the Staff Establishment has decreased or increased. Where learner numbers have increased remarkably (usually by more than 50 learners

compared to the previous year), the staff provisioning norm offers for an increase in the number of educators provided to the school. Where learner enrolment has shown a decline (again here by more than 50 learners compared to the previous year) then the norm for staff provisioning dictates that the number of educators provided to that school is reduced accordingly. The more significant the decrease in learner numbers, the bigger the cut in the number of educators supplied to that school; and the bigger the increase in learner numbers, the bigger the number of educators supplied to that school. This on its own is the reason for fear and anxiety on the part of teachers affected by the varying numbers of educator provisioning. Whether a school gains or loses teachers, there will undoubtedly be a lot of confusion and frustration on the part of educators. The confusion, frustration, anger and anxiety is caused by fear for all the changes in timetables, subject allocations and workloads that will follow; a situation that causes much instability in the manner the school runs its affairs.

The worst scenario is where a school has to move so many educators on transfer due to operational requirements (redeployment) that it no longer becomes a viable school, but a school that must either be closed down or merged with another school. Such a situation becomes a reason for feelings and emotions that are counterproductive to effective performance by teachers in the classroom, including great depression. Gunawardena (2013: 33) found that rationalisation of schools and closure of small schools and the subsequent redeployment of teachers affected teacher performance very badly, so much so that it was reported that the average leave taken in a school year started reaching alarming proportions among teachers in Sri Lanka because of depression that education transformation had brought about.

2.1.2.2 Teacher Resistance to Redeployment

Another challenge in the implementation of teacher redeployment relates to resistance on the part of teachers identified in excess to move from their present schools where there is over-staffing to other schools where there is under-staffing. Majova, Adu, and

Chikungwa-Everson (2017:8) hold that unwillingness to move constitute a significant challenge regarding employees identified in excess.

Tshinnane, Tshiovhe and Monobe (2017:145-152) point out that in Limpopo, there was blatant resistance by educators identified in excess to relocate; and they suggest that affected staff members should be motivated to acquire new skills for them to be able to cope with the demands of the new placements in the system. Netshivhuyu (2013) also reports that at some Limpopo schools, affected educators refused to move to other schools or teach in schools they are redeployed to. They were so demoralised and demotivated by the fact that they were identified in excess in their schools that some of them opted to resign, citing major depression as the reason. Some school principals used the process to settle scores with educators they had disciplinary problems with by using redeployment as a way of getting rid of them, or if a teacher was not a SADTU member, he/she was the first target for identification. Such educators had a legitimate reason to find themselves falling victims of alarmingly high levels of stress. Okeke, Adu, Drake and Duku (2014:43-15) confirm that teacher stress may significantly impact the health of the teacher; and that the issue of teacher redeployment, in South Africa and elsewhere, is also a source of major depression on the part of redeployed teachers and instability in schools affected by redeployment. Teachers identified in excess admitted that they were unable to cope with increased learner ratios and concomitantly increased workloads in the new schools and timetables that they were not used to. In schools that had lost teachers through redeployment, there was also a lot of confusion and instability that emanated from the changes in work allocations and in the timetables that had to be effected.

2.1.2.3 The Stigma that Redeployment has on Teachers Identified in Excess

Teachers declared in excess in their schools believed that the reason they were redeployed is that they were incompetent and no longer adding value to the system. A situation that was exacerbated by the manner in which they were identified in excess. Lindley (2013:1) attests to the effect that for 'disillusioned' teachers, the process of

school closure and their subsequent redeployment was a painful and challenging process which had a profoundly negative impact upon the teachers' self and professional identities. Smollan and Pio (2016:1) concur with this view that individual identity is constructed through many experiences, including the processes and outcomes of organisational change. Change is often stressful and can force individuals to rethink how they view themselves in organisational contexts.

2.1.2.4 Teacher Unions as Observers in Redeployment Structures

Teacher Unions have made teacher redeployment even more difficult for the Department to handle. The teacher unions, both as signatories to Collective Agreement No. 2 of 2003 and as observers in the implementation process of the redeployment process by schools and districts, are represented in the Provincial Task Team (the PTT) and the District Task Team (the DTT) whose role is to facilitate the implementation of Redeployment Policy. SADTU, however, negates their role as observers and facilitators and assume the responsibility of dictating to school principals and Departmental officials as to who gets appointed in posts set aside for redeployment. In the process, they advocate for the interests of either the members or unemployed educators who are prospective members of SADTU. This constitutes another major challenge in the implementation of the Redeployment Policy as it defeats not only the very purpose of the policy but also the *modus operandi* of its implementation. The policy (Collective Agreement 2 of 2003) is evident in saying that it is the curriculum needs of the school that ought to be used to determine which educator/s should be declared in excess. The principle of 'Last-In, First-Out' (LIFO) is used as a last resort when a choice has to be made between two or more teachers who equally qualify as candidates for identification. However, contrary to this fundamental principle, it has been established that SADTU tends to flout the regulations and do everything to ensure that their members are not put into situations where they will have to leave their comfort zones to teach where their services are needed against their will. Zengele (2013:64) gives a critical account of union involvement on the implementation of the Redeployment Policy in schools. The author articulates that teachers say it unequivocally that the redeployment process at

school level is manipulated, not only by some principals, but also by SADTU and district officials, and that the process dampened their spirits; a situation that warranted the protection from their unions. The contention in this case is that whereas the policy is clear that the curriculum needs of the school constitute a major determinant of who should be identified as excess to the establishment, teachers attest to the fact that if you are either at loggerheads with the principal or you are not a SADTU comrade, you will be the first target to be identified for redeployment. Mafora (2014:68-85) holds that principals do not consult teachers when making redeployment decisions that affect teachers who offer subjects in their departments but based their unilateral decisions on non-curricular considerations.

2.1.2.5 Fighting the Challenges of Redeployment

While on the issue of the challenges of teacher redeployment, it is also necessary to reflect on how these challenges have been dealt with, inside and outside South Africa. Onwu and Sehoole (2015:124) contend that under the Apartheid government, spending on school education varied greatly depending on the race categorisation of the school. This resulted in an imbalance regarding facilities and equipment but also regarding staffing and teaching posts available at the school. The teacher rationalisation programme was one of the policy reforms initiated by the new government to try and achieve greater equity, through a more equitable distribution of teachers across different schools and provinces. As part of this redeployment process, those teachers who were not willing to move to other schools could apply for voluntary severance packages (VSPs), the cost of which at that time was estimated to be around R600 million.

Although the rationalisation programme had ultimately succeeded in distributing approximately 30,000 teachers more evenly across schools based on a given set of criteria, however, it soon became clear that this improved placement strategy was not economically viable (Onwu & Sehoole 2015:124). The exodus of teachers who opted for VSP resulted in a vicious cycle of teachers leaving and coming back later as the demand warranted. Teachers who left or were leaving the profession were generally

often those with higher qualifications, skills and experience than those remaining. The exodus of these well-qualified teachers, many of whom were young, would later have an impact on the teacher supply and demand the country faced in the following years. In this way, the Voluntary Severance Package approach did not prove to be an entirely successful strategy to deal with the unwillingness of teachers to move.

In other countries, the option that proved to be working better for the state was the payment of incentives to teachers who were redeployed from urban and affluent areas to deep rural areas (Hunt 2015:14). Hunt (*ibid*) makes a reflection on these strategies by revealing that incentives have been determined and provided to teachers that are redeployed. This is in line with the provisions of 80 per cent of policy documents that have been developed by the countries concerned. The purpose of these policy documents is to make sure that teachers have buy-in into the implementation of the Redeployment Policy. These incentives included the provision of monetary allowances and scholarships in Ghana, Cambodia, Papua New Guinea and Liberia. In Nigeria, there were even attendance monetary allowances and promotion incentives for teachers who were willing to move to disadvantaged areas. This made the implementation of the Redeployment Policy a lot easier for the government. In 2010, Uganda adopted the strategy of recruiting and training non-formal education teachers who were then, after qualifying fully as teachers, deployed in rural areas.

2.1.3 The role and responsibility of teacher unions in the implementation of the teacher redeployment policy

The critical role that teacher unions are meant to play in the implementation of the Redeployment Policy is one of ensuring that teachers are treated with fairness, respect and dignity; and are in no way unfairly discriminated against. This is enshrined in Collective Agreement No. 2 of 2003 of the ELRC (Education Labour Relations Council). On that score, their role is to observe the process to ensure that every excess educator is placed in a vacant post that, in all respects, meets his or her profile. It is also the role of teacher unions to assist in ensuring that, as far as it is possible, a teacher declared in

excess gets appointed in a school that is close to the original school. This role applies to SADTU just as it applies to all other teacher unions.

The role of the union is not to implement policy, but rather to ensure that the policy is implemented in the spirit and letter in which it was formulated. The status of the union in the implementation of policy is that of an observer who will only surface when an observation is made that there are unfairness and biases in the manner the policy is implemented. This is the reason each teacher union is adequately represented in each of the structures that are set up to operationalise the implementation of the Redeployment Policy. Such structures are the Provincial Task Team (PTT) and the District Task Team (DTT).

The DTT receives and scrutinises reports submitted by schools, and showing how the process of identification has been handled. The policy dictates that the principal of the school, having received the new Staff Establishment, must hold a staff meeting in which all staff members are present and inform them of the new Staff Establishment and the procedures to be followed in identifying excess educators. This includes considerations such as the curriculum needs of the school that should take centre stage in determining who gets identified in excess. The report ought to show clearly that the Circuit Manager/District Manager involved teacher unions in the identification of excess educators; and that in such an identification process, the views of the educators were taken into account in coming up with the names of the educators that are declared in excess. It must further show all cases where 'LIFO' had to be applied. That report will then culminate in letters being issued by a Departmental official to all educators declared in excess informing them of being in excess. A closed vacancy list will then be published for educators in excess to apply and get themselves appointed. Where some posts remain unfilled, despite there being excess educators that have not been placed, the process of person-to-post matching will then follow; and all unplaced excess educators will be placed accordingly. It is this placement process, either through applications or person-to-post matching that becomes a bone of contention between

SADTU and the Department. SADTU will step in right at this point, and demand that the post be filled through what has been dubbed as the 'walk-ins' in the Eastern Cape.

The role of the PTT, which also has representatives of teachers unions as an integral part, is to oversee the implementation process by the Districts and Schools; receive disputes that could not be resolved by the DTT and resolve them. The role of the PTT and the DTT is mainly to monitor the coordination and implementation of the rationalisation and redeployment process in a provincial education department. The ELRC, after consulting the provincial chamber, appoints an independent chairperson to chair the PTT meetings and act as the facilitator of the rationalisation and redeployment processes within the province. He/she functions within an approved mandate of the Council. At the level of the district, the chairing of DTT meetings is the function of the District Director. For both the PTT and the DTT, the Department provides the secretariat. Clause 3.4 of the resolution stipulates very clearly "the transfer of educators declared in excess in the process of rationalisation is compulsory."

Section 197(4) of the Constitution (Act No.108 of 1996) provides that provincial governments be responsible for the recruitment, appointment, promotion, transfer and dismissal of members of the public service in their administrations within a framework of uniform standards applying to the public service. Section 5(1) of the Public Administration Management Act, 2014 (Act No 11 of 2014) provides that any employee of the transferring institution may, subject to sections 153 and 197(4) of the Constitution, be transferred within an institution or transferred to another institution in a manner and on such conditions as prescribed. 8(b) of the Employment of Educators' Act, 74 (Act 74 of 1996 as amended) stipulates that the Head of Department may transfer any educator in the services of the Provincial Department of Basic Education to any other post in that department.

The pieces of Legislation indicated above give power to Provincial Departments of Basic Education, whenever the need arises, to take a bold step and transfer educators

from one institution to another due to operational requirements within or across the Provincial Departments.

2.1.4 The illegal and illegitimate change that SADTU bestowed on themselves in respect of their role in the implementation of the redeployment policy

This section, in the case of South Africa, can better be interrogated against the backdrop of the reality that from the very onset after the African National Congress assumed power in 1994, there was a need for a union to affiliate with the Congress of South African Trade Unions (COSATU). This union was to be dedicated to ensuring that the educational interests of the ANC, as the ruling party, were taken care of. The South African Democratic Teachers' Union turned out to be that critical affiliate of COSATU that was to be the education union of the ANC. SADTU also swelled her ranks to become the biggest teacher union in South Africa within a short space of time after the dawn of democracy; a position it continues to sustain till today. The South African Democratic Teachers' Union, boasted a membership of 254 000 of a total of 425 000 educators in 2013. Glaser (2016:40-62) refers to some fascinating historical parallels between Mexico's giant teacher union, the Mexican National Education Union (MNEU), and the South African Democratic Teachers Union. Although both teacher unions played an important role in challenging political oligarchies at certain points in their history, they became increasingly protectionist. Through their close affiliation to ruling parties, they were able to wield substantial political influence. In both of these cases, the unions played a controversial role in preventing central government surveillance and intervention in schools. Arguably, this often allowed not only for corruption in appointments and promotions but also the protection of negligent teachers. There is some evidence to suggest that in protecting their sectional interests, both unions have frequently alienated parents and students at the community level. This section is embedded on this reality that the influence of SADTU on the government in general, and in education in particular borders on the co-management of the system by the two; particularly regarding public schooling.

This situation escalated to a level where, in the event the Department of Basic Education refused to yield to the demands of SADTU, then strikes became the order of the day to the detriment and the neglect of the learners who had gone to school to receive tuition. Learners were left stranded. Their future was jeopardised, and their right to education was grossly violated.

Tangwe, Tanga and Tanyi (2015:234-243) give a chilling testimony of an education system in crisis in the Eastern Cape. Teachers had taken to the streets, and when asked why, they gave a variety of reasons. Generally, the most important include poor working conditions under which teachers work and poor salaries paid to teachers as well as long working hours. One teacher, supporting strike action said, “these increases in food, fuel and electricity prices are an attack on the working class, and we need to take immediate action”.

Similarly, another teacher reported that they were on the streets to protest against high food and petrol prices because of their concern for the poorest of the poor. Consequently, teachers felt that if they were unhappy, they would pass their unhappiness through strikes to the learners. In another vein, teachers complained that an important reason they went on strike was because they had not received any pay progression since 1996. With strike as their strategy to combat the suffering they saw themselves subjected to, SADTU got used to being able to manage to bend the arm of the Department of Basic Education to do whatever they demanded.

Teacher redeployment and rationalisation is no exception to the constant disruptions of Departmental programmes by the South African Democratic Teachers’ Union and their perpetual desire to want to actively participate in the administrative and management processes of the Department of Basic Education. Both in the Provincial Task Team and in the District Task Team, as has been pointed out above, the role of SADTU is that of an observer. Their role is to monitor the processes and ensure that there is fairness and justice in the implementation process of the policy. SADTU, however, goes beyond those boundaries to play roles not assigned to them regarding policy. SADTU pulls all

stops and ensures that they prevent the Departmental officials from making appointments through redeployment, and instead appoint unemployed candidates preferred by them.

Glitches between the Department and SADTU begin as soon as the MEC starts with the consultative processes leading to his final declaration of the post-basket at the end of September and continue to the stage when the actual identification and placement of excess educators occurs in schools and districts. Kota, Hendricks, Matambo and Naidoo (2017:14) trace the shift in the role of SADTU back to the days of the leadership instability and fractured internal governance in the Eastern Cape Department of Education (ECDoE) that had compromised the policy management of education delivery. They assert that this had notably been expressed in the problematic management of teacher supply and demand, or post allocation, which had contributed to the department experiencing chronic financial constraints.

The picture that emerged at the time was twofold: on the one hand, the ECDoE was a victim of the inordinately complex circumstances attending teacher rationalisation in the province. On the other hand, poor internal governance coupled with heavy contestation of teacher distribution by unions such as SADTU in the province had effectively scuppered the department's ability to efficiently and equitably distribute teachers, especially in rural areas. The ELRC became the battleground on which endless qualms and quarrels on SADTU's dissatisfaction with the Post Basket declared by the MEC took place. The Daily Dispatch on December 1 (2015.9), reported that the biggest teachers' union in the Eastern Cape had threatened to begin mass action in the new academic year if authorities cut teaching posts. The South African Democratic Teachers' Union (SADTU) provincial administrator Chris Mdingi, said they wanted the department to keep 55 796 jobs intact, instead of cutting them to 54 747 posts for the following year in line with the learner population that had declined. To SADTU as a union, the reduction in the number of posts declared by the MEC meant nothing else but the retrenchment of teachers through the back door.

Debates such as these did not end there. They escalated to a level where the Department was pressured by SADTU to retain excess educators that were supposed to be redeployed. Districts and schools had to retain such educators when SADTU at that level argued that although the Staff Establishment issued, dictated that one or more educators in a school must be transferred to another school, there was a need to retain the educators. The union's argument was that should those educators be transferred, then teaching and learning in the schools would virtually be impossible. The policy only allows for the retention of educators in excess when such educators are absorbed in posts that will be vacant in the following six months of their transfer. This was particularly the case in 2015 when the ECDoE was pressurised by SADTU to waver the movement of excess educators in specific cases that had been identified. HRM Instruction No. 8 of 2015 regulated the wavering of the movement in this regard. It stated that in a school where teaching and learning will be rendered entirely impossible if excess teachers are transferred, those excess teachers could be retained till the end of the year. The issuing of that Instruction provided a fertile ground for schools to hinder the implementation of Redeployment Policy to a complete standstill, which was a resounding victory for SADTU and a humiliating loss for the Department.

The Mail and Guardian (2012: 18) reported that SADTU, as an ANC aligned affiliate of COSATU, successfully canvassed for a resolution to be taken in the 53rd conference of the ANC (held on 16-20 December 2012) in Mangaung in Bloemfontein that redeployment should not be done every single year. The concrete proposal around this matter was that a different and a more stable system must be established to avoid yearly movements of educators and that this must be balanced with providing teachers where they are needed most. The unintended consequence of this resolution on the ground in the Provincial Government Departments was intensified resistance on the part of SADTU members in cooperating with the implementation of the Redeployment Policy. SADTU leadership had assumed the position of being the mouth-piece of the state and started communicating a message of a principle that was not policy. For SADTU teachers who are in the majority, it was as though a policy had already been

passed. The Department was seen by SADTU members as being counter-revolutionary by pushing for the implementation of the Redeployment Policy by schools and districts.

2.1.5 Collective bargaining

Chan and Hui (2014:221-242) maintain that Collective bargaining in the West has a history that is as long as the nineteenth-century British inventions,” for “regulating wages and other core conditions of employment by negotiation between unions and employers”. In eight of the Western societies, collective bargaining is usually conceived as a mechanism to further workers’ interests. These two researchers go further to say that collective bargaining, supported by the potential mobilisation of workers’ collective actions, was one of the major means for trade unions to better their members’ employment conditions. More recently, there is an understanding of collective bargaining as having an overly strong economic orientation. They argue that collective bargaining should be “best seen as a political rather than an economic process.”

Some researchers agree with the view that collective bargaining and politics are interrelated and cannot be divorced from each other. Flavin and Hartney (2015:896-911) maintain that during the 1950s, a majority of teachers opposed their colleagues participating in political activities beyond voting. However, by the late 1970s, teachers had evolved into one of the most active groups in American politics. Using data from the American National Election Studies (ANES) from 1956 to 2004, they found that across the states the political activity of all teachers (not only union members) significantly increased after the enactment of such a law. They then investigated how collective bargaining increased teacher political participation by subsidising teacher unions’ efforts to organise and mobilise teachers in electoral politics. They uncovered evidence that teachers (but not other citizens) were significantly more likely to report being asked to participate in politics by an outside (non-party based) group after the adoption of a mandatory bargaining law.

Kuruvilla and Zhang (2016:159-187) note a different perspective in the trade union movement and collective bargaining in China. Here the approach to collective bargaining differs substantially from those in the West in two significant respects. These are that while most collective bargaining regimes in most countries are based on the principle of Freedom of Association, where workers can belong to unions of their choice, in China all workers have to belong to one 'official' union federation, the All-China Federation of Trade Unions (ACFTU). In contrast with other countries, there is no affirmative right to strike in China. Despite these crucial differences, however, collective bargaining appears to be proliferating in China.

There are suggestions to the effect that although they saw the importance of collective bargaining to be its economic protection of workers, they "hoped that was then perhaps its lesser non-economic attractions would come to have greater importance as time went by." Later, researchers studied the collective bargaining systems in six developed countries and contended that variations in the system, such as the extent of bargaining (i.e. how many employees in a workplace or an industry are covered by collective bargaining), the level of bargaining (i.e. whether collective bargaining takes place at the plant, regional or national level), or the degrees of control in Collective Agreements (i.e. how machinery is deployed to oversee the effective implementation of Collective Agreements), could explain the differences in union behaviour. Inspired by the Western debate on collective bargaining, they conceived this process not only in economic terms but also as a socio-political practice to advance workers' employment conditions. China has a different developmental path from that of the West. Thus particular attention has to be paid to the specific Chinese context against which the discussion of collective bargaining in China should take place. The Chinese have criticised the bureaucratic nature of Western trade unions and their compromising positions. Collective bargaining is collective because employees associate together, normally if not invariably in trade unions, in order to bargain with their employers. The Western understanding of trade unions contrasts sharply with the Chinese situation. In China, the role of trade unions in representing members' interests is problematic in that it confines itself to members' interests.

Bhorat, Naidoo and Yu (2014) express a view that the two most relevant acts in the post Apartheid period to understanding South Africa's labour regulatory regime are the Labour Relations Act (LRA) and the Basic Conditions of Employment Act (BCEA). The LRA 66 of 1995 aims at the promotion of economic development, social justice, labour peace, and democracy in the workplace through collective agreement between the workers and the employers via a platform that has been created for collective bargaining called the Labour Relations Council. This is achieved by regulating the organisational rights of trade unions, as well as promoting and facilitating collective bargaining at the workplace and a sectoral level. Bargaining Councils (BCs) are voluntary bodies established by registered trade unions in collaboration with employer organisations within a specific sector and area. Collective Agreements on various issues, ranging from minimum wage to conditions of employment, are reached during the collective bargaining process. Furthermore, the LRA has put up systems for dispute resolution and labour peace with the establishment of the Commission for Conciliation, Mediation, and Arbitration (CCMA), Labour Court, and Labour Appeal Court.

As far as the BCEA 75 of 1997 is concerned, it provides for minimum working conditions regarding issues such as work hours, overtime payment, annual leave, and sick leave. The Act was revised in 2002 to provide for the establishment of the Employment Conditions Commission (ECC), which makes recommendations to the Minister of Labour in respect of minimum wages and other conditions of employment in vulnerable sectors.

It is argued that in an overly-regulated labour market, labour laws while protecting workers' rights, create a disincentive to fire workers, even if they might not be productive. This is because when firms dismiss workers, they need to follow a complex set of procedures that in South Africa's case, can include activities such as time-consuming hearings with the CCMA. For instance, in 2006, the average time taken to complete the conciliation cases was the longest in the mining industry (37.3 days, which is above the stipulated duration of 30 days). Furthermore, Bhorat et al., (2013) found

that with other conditions remaining unchanged, regions were characterised by a lower number of industrial disputes but greater efficiency in so far as dispute resolution is concerned.

Ntuli and Kwenda (2014:322 – 346) reflect on the positive developments relating to collective bargaining in South Africa by saying that since the attainment of democracy in 1994, the post-Apartheid government has made significant changes to the South African Constitution and effected new policies aimed at reducing income inequality. As mentioned earlier, the wage determination process in the new dispensation is underpinned by the Labour Relations Act (1995), which gives workers the freedom to join labour unions and provide a platform for collective bargaining. The collective bargaining process occurs at two echelons; centralised and plant levels. Centralised bargaining occurs when one or more registered labour unions bargain with one or more registered employer organisations for wages and working conditions in a particular industry or sector. This happens when labour unions and employer organisations are representative of the majority of their members, and they have been granted ministerial approval. The Bargaining Council agreements can be extended to non-union workers in covered sectors. Non-members can, however, seek ministerial exemption from the conditions (Bhorat et al., 2012).

The second level of collective bargaining occurs at individual plants. Workers' unions at a plant can bargain with their employers for plant-specific wage adjustments and conditions of employment. This level of bargaining can supplement agreements from bargaining councils. Union workers covered by bargaining councils receive the same union premiums as those outside the Bargaining Council. While wages in the union sector are set as discussed above, those in the competitive sector are set by employers presumably by their profit maximising decisions.

With all the gains and the positive spinoffs of the collective bargaining processes as the picture portrayed above illustrates, there remains a challenge that unions and employers in the bargaining councils continue to face; that of parties in the Bargaining

Council negotiating in bad faith. Leppan, Govindjee and Cripps (2016:474-486) attest to this reality by saying that while good faith bargaining is recognised in many overseas jurisdictions and by the International Labour Organisation, such a duty has not been incorporated in the South African labour legislation. Given the many recent examples of labour unrest in South Africa, it is time to consider whether there should be a duty to bargain in good faith when taking part in collective bargaining. Recognising such a duty would arguably benefit both employers and employees in South Africa.

Bowal and Moore (2015:1) allude to this question of negotiations in good or bad faith by portraying a picture that about one-third of all Canadian workers, and most public sector employees, are members of unions, sometimes by choice and sometimes by legislation. Unions offer greater collective power than an individual generally can marshal for the negotiation and administration of Collective Agreements. Unionised employees surrender to the union the right to negotiate and contend on all work-related matters with the employer. Such a transfer of power from workers to unions reposes significant responsibility in the hands of the union. Therefore, it is essential that the union represents the best interests of its members. This legal obligation is referred to as the union's duty of fair representation of the members' interests and is in favour of negotiations in good faith rather than bad faith.

The Provincial Labour Relations Acts or Codes and the Canada Labour Code (for federally-regulated employees) contain many rules for unions. For example, the Alberta Labour Relations Code prohibits unions from engaging in certain practices, such as using strong-arm tactics ("coercion, intimidation, threats, promises or undue influence of any kind") against employers, employers' organisations, other unions and employees (section 151). The union's duty to fairly represent its members is also presented in the form of a prohibition in the legislation. Unions are prohibited by law, from acting in an arbitrary or discriminatory manner or bad faith when representing employees under the applicable Collective Agreement.

The principle above, just as it applies in Canada, applies in South Africa as well. Should a need arise for the union to go on strike on an issue of disagreement with the employer, including issues emanating from the content of Collective Agreements, the Labour Relations Act, Act No. 66 of 1995 (the LRA) stipulates, in no uncertain terms, that the strike should be a lawful and protected one. For a strike to be lawful and protected, there are specific procedures that the union must follow before and when the strike action is in force. These procedures are clearly spelt out in Section 64 of the LRA. For instance, that the issue in dispute must have been referred to a councillor to the Commission for Conciliation, Mediation and Arbitration (CCMA), that a certificate stating that the dispute remains unresolved has been issued, and that a notice of 48 hours or 7 days if the employer is the state, has been given to the employer before the commencement of the strike. Then in that way, the strike becomes a protected strike if it is sanctioned. When the strike is said to be protected, it means no employee can be subjected to disciplinary action for having participated in the strike action. During the strike action, no member is allowed in terms of the Labour Relations Act, to damage property or injure any other person.

It was the purpose of the researcher to find out if SADTU's involvement in the implementation of the Redeployment Policy is such that her (SADTU) actions in the selected schools in the Ngcobo Education District in the Eastern Cape are consistent with the provisions of the LRA. This is particularly in so far as the issue of acting in a manner that is arbitrary, discriminatory or in bad faith is concerned. If it is found that SADTU is in contravention of this norm, then a recommendation that seeks to resolve the matter is made.

This, in the main, is what this section seeks to establish. It is the question of fairness in the role played by SADTU in the implementation of the Redeployment Policy with particular reference to the status of SADTU as an observer in the implementation process. The actions of the union ought to demonstrate fairness, not only to the implementation process of the Redeployment Policy but also to all educators, including those that are not SADTU members. The conduct of SADTU will be under scrutiny in

this regard if the objective of this research is to be realised as stated in the purpose of the research.

2.1.6 SADTU and professionalism

Wu, Cheung and Chan (2017:59-70) are of the view that teacher professionalism has long been a topic of great interest to various stakeholders in education. In general, their view is that skills and knowledge are two key elements central to the Constitution of teacher professionalism. The definition of teacher professionalism is always changing following new expectations and requirements on teachers, particularly during education reform in society. These changes may lead to a redistribution of power among different stakeholders in the education system. Teachers are sometimes empowered but sometimes disempowered during the changes. In facing challenges coming from the changes, some teachers can get further personal growth and professional development. Wu et al., (2017:59-70) claim that over the past decades, Hong Kong has undergone a series of education reforms that exert considerable impacts on the teaching profession. In the road of these education reforms, teachers are empowered through decentralisation of decision-making power from central government officials to school-based management. However, this process of teacher empowerment is not monotonous. In recent years, new demands on teaching professionals tend to induce constraints on teachers in exercising their power. The process of teacher empowerment and disempowerment in the road of education reform in Hong Kong is a very typical example to illustrate the changing nature of the definition of teacher professionalism.

Ramokgotswa (2016:12) explicitly states that the concept of professionalism can be described by first distinguishing the terms “profession” and “professional”.

A profession is a vocation or a calling, especially one that involves some branch of advanced learning. A professional is a person who belongs to or is associated with a profession, which has manifest in him or her the skill of professional competencies, and who professionally conducts him or herself. The word professionalism refers to the qualities or typical features of a profession or professionals.

All the stakeholders at school ought to reflect a professional and exemplary lifestyle. Professional conduct is based on professional ethics on the one hand, but also on knowledge, respect and sensitivity to the fundamental rights and obligations of all the stakeholders at school or in education on the other hand. Professional ethics govern the type of conduct that is expected and considered within a particular profession. For instance, the virtues of modesty, humility, humbleness, patience, obedience, good temperament, respect and sensitivity to the rights of the other persons would constitute a high degree of professionalism on the behaviour and conduct of teachers as teaching professionals.

When teachers turn out to be rowdy and obnoxious, or vile and violent, parents and pupils begin to lose confidence in them and the respect they command from them under normal circumstances becomes outdated. Amtaika (2013:108-116) refers to a strike in 2010 that was characterised by teachers losing their integrity by pointing out that teachers also intimidated colleagues who sought to report for work and vandalised school properties. In some schools, preliminary examinations were disrupted or abandoned. Amtaika (2013:108-116) further states that there are schools in which preparations for the final examinations took place in a tense and uncertain atmosphere. This is a typical scenario that renders credence to the argument that the behaviour of teachers in the 2010 strike, on the part of SADTU members, was in direct contrast with the conservative professionalism displayed by teachers in the 1989 strike.

In the implementation of teacher redeployment, it is expected of union representatives in the PTTs and DTTs to behave as professionals and stick to their roles as observers. The tendency by SADTU to overstep the mark and encroach into the terrain of Circuit Managers/District Directors, and start advancing reasons and strategies to block the process from unfolding is not only unprofessional but also very unfair for the system and teachers who want to be salvaged by redeployment from the burden of huge workloads. When SADTU successfully forces the Department to fill vacant posts set aside for excess educators through unemployed qualified teachers, the system experiences a

strained budget on Compensation of Employees. This again cannot be fair for the state. The Daily Dispatch (2017: 18) gave an account of how the leadership of the Department was interrogated by the standing committee for public accounts for spending in one month, March 2016, ten times more than its month-to-month spending averaging R200million. In March, the Department of Basic Education had spent close to R2billion. This means that over-expenditure on any standard item is not taken lightly by the Auditor-General and the government. This is where the question of unfairness comes in as well when SADTU pushes for the filling of posts reserved for excess educators through unemployed educators, the 'walk-ins' as they are now called in the Eastern Cape. The element of professionalism and fairness becomes highly questionable in circumstances like these.

Biesta (2015:75-87) raises an important question that if teacher professionalism has become so eroded as to reach undesirable and appalling proportions as it has now become apparent, how can it then be regained and reclaimed? Research that has been conducted shows that the development of teacher professionalism has its history. Lunenberg, Dengerink and Korthagen (2014) maintain that a professional development trajectory for teacher educators was developed in the Netherlands. This trajectory is linked to the registration procedure of the Dutch association of teacher educators. Both institution-based and school-based teacher educators participate in this trajectory, which attracts quite some interest from the professional community. This is a development that is essential as, internationally, structured trajectories for teacher educators are rare, and if they exist at all, they are often somewhat limited in scope.

Maxwell and Schwimmer (2016:354-371) suggest that a critical alternative solution to the question of teacher professionalism can be reclaimed by advancing a view that belonging to a historical community of practice, with its own body of practical and theoretical knowledge and its own set of collective norms, is what allows professionals to go beyond their subjective intuitions and make "professional" judgements. That is to say, professionals have a basic obligation to judge and act in reference to collective standards, rather than their individual and subjective ideas about what is right,

necessary and effective in a work situation. It is on that score that these two writers recommend that the profession's fundamental ethical principles ought to be explicitly taught in initial teacher education as a means of promoting teacher professionalism. From this point of view, the education of teachers should necessarily include, though of course not limited to, the teaching and learning of ethical principles as they are articulated in the profession's code of ethical conduct (Ungaretti, Dorsey, Freeman & Bologna, 1997:271-280). Ungaretti et al., (1997:278) for example, stated that "the development of cognitive strategies and dialogic competencies to identify ethical dilemmas and reflect upon behaviour through a commonly held code enhances the professionalism of all in the field". This passage underlines the fact that learning about corporate codes of professional conduct, while necessary for raising the professional status of a community of practice, only has value if pursued in tandem with the development of specific cognitive and dialogical competencies. Because it aims to develop the knowledge and competencies necessary to reflect on one's actions and publicly justify one's professional choices, training in ethics lies at the heart of the professional education of teachers.

Boon and Maxwell (2016:1) affirm this position by saying that teaching has always been considered a noble profession taken up by individuals expected to have a strong personal moral disposition. In Australia, like elsewhere, the positioning of teachers as agents of moral action has not changed over time. It is no surprise then that an imperative to train teachers whose ethical dispositions are aligned with the long-held view of teaching as an ethical and vocational profession was recently mandated by the Australian Institute for Teaching and School Leadership (AITSL). This is the body that provides accreditation for teacher training programmes. The Australian Professional Standards guide Australian pre-service teacher (PST) training and higher education curricula for Teachers, the Australian Institute for Teaching and School Leadership (AITSL). For a degree programme to be accredited, that is, to represent a qualification which indicates that the professional requirements of teaching have been met and that a holder of such a degree is fully qualified to commence a teaching appointment, its curriculum must meet certain minimum standards. These standards decree that pre-

service teachers must demonstrate proficiency in pedagogical and appropriate substantive content. Further, in graduating from an accredited programme also implies that PSTs possess ethical attributes and qualities that they must demonstrate in the classroom and their general behaviour within their community.

There is a striking relationship between teachers' professional behaviours and teacher leadership culture. Teacher leadership culture refers to a culture in which the administrator's support, supportive working environment, and professional cooperation are felt (Demir, 2014). Professionalism behaviours emphasise teacher behaviours aimed at making student learning and educational quality more qualified. The development of teacher professionalism is associated with teachers' attempts to bring student learning to a higher level at school. In this respect, it may be considered important to provide teachers with a peaceful working environment in which they can act autonomously and can learn from each other as supportive. There are some pieces of evidence regarding the fact that teachers' professional behaviours can develop in a school culture that supports teacher leadership.

Parlar, Cansoy and Kılınç (2017:13-25) used data of a total of 254 teachers working in primary and secondary schools located in Üsküdar district of Istanbul province to establish this relationship. The results of the "Teacher Leadership Culture Scale" and the "Teacher Professionalism Scale" showed that the sections of the supportive working environment and professional cooperation from teacher leadership culture characteristics were significant predictors of teacher professionalism. The arithmetic means, Pearson Product-Moment Correlation Coefficient and Multiple Linear Regression analysis, were used in the analysis of the data. The three researchers found in their study that schools' levels of having teacher leadership culture and the professionalism characteristics of teachers were above the medium level. Furthermore, significant positive relationships were found between professional cooperation, school administrator's support and the level of having a supportive working environment of the schools' levels of having teacher leadership culture and teacher professionalism. A supportive environment that develops with the reliance on an administrator (Koşar,

2017), a school structure that makes teachers' work easier (Cerit, 2012) and the support culture at school, create a school atmosphere that supports professional behaviour.

As it can be understood from these statements, teachers are expected to show high levels of professional behaviour when they are provided with opportunities to try different teaching methods and opportunities for collaborative learning and working. Along with a culture in which teacher leadership is supported, some changes can be expected in the behaviours of teachers to improve the quality of education because, in schools where professional behaviours are widespread, problems and mistakes are seen as learning tools. Further, there is a collaborative environment among employees in different fields. Teachers get the opportunity to learn and try with positive relationships among colleagues and share effective teaching practices. In this context, cooperation and solidarity among teachers may increase with a peaceful environment, and teachers can use what they learn to increase the quality of education in classrooms. On the other hand, it is stated that a rule-based, hierarchical and challenging school structure is a significant obstacle to professional behaviours (Yirci, 2017). Excessive workload and an obstructive working environment and the fact that leadership belongs to a single person are significant obstacles for teachers to work in a more qualified, productive and professional manner. In schools where the views of teachers are taken into account in decision-making, there is order and harmony. Teachers feel that they are recognised and are seen as important. The administration of the school becomes a collaborative process of all teachers and not the principal's one-man-show.

Wood (2014:1) has an approach to teacher professional development that he refers to as teacher-led-professional development in which the use of social media has both led to new opportunities for professional dialogue and debate. These are essential in counteracting policy developments enacted by those outside the profession. It is suggested, regarding this approach, that responsibilities should come with the creation of new spaces for professional dialogue and development if teachers are to take centre stage in the broader educational debate.

CHAPTER 3

RESEARCH DESIGN AND METHODS

3.1 INTRODUCTION

The way in which quantitative research and qualitative research are conventionally contrasted with each other lies on the former offering 'hard', 'factual' numerical data for analysis, while the latter is depicted as softer, providing deeper insight, and being more 'interpretivist' and 'subjective' in its approach (Barnham, 2015:837-854). This study is premised on the latter; qualitative research. Ingham-Broomfield (2015:34) state that qualitative research is used to examine subjective human experience by using non-statistical methods of analysis. It is associated with a naturalistic inquiry that explores the complex experience of human beings. My approach was based precisely on this view.

Lewis (2015:473-475) alludes to five philosophical assumptions that lead to the researcher's choice of qualitative research. These are ontology, epistemology, axiology, rhetorical, and methodological assumptions. Lewis (ibid) goes further to outline four paradigms of research in qualitative designs that evolve out of the assumptions that researchers bring into the research. These are post positivism, constructivism, advocacy/participatory, and pragmatism.

In chapter one, I indicated that the purpose of the study was to understand the nature of reality (ontology) on the role of the South African Democratic Teachers' Union in the implementation of the Redeployment Policy in schools through interview questions (the rhetoric assumption). It was further stated that the research approach would be that of a qualitative design which by its nature is exploratory and interpretive (epistemology).

3.2 RATIONALE FOR EMPIRICAL RESEARCH

The purpose of this empirical research was to establish whether or not the South African Democratic Teachers' Union plays any role that is counterproductive to the smooth implementation of the Teacher Redeployment Policy in schools. The need to establish the truth in this regard is informed by the critical role that the implementation of this policy ought to play in bringing about equity in the provisioning of teachers to schools. There is also a perception among people from various walks of life, that SADTU impedes the envisaged success by the ANC led government in implementing this critical policy.

If this perception is only but a myth, this empirical research dispels the myth. However, if it is a reality, then recommendations are made to prevent SADTU from inhibiting the successful implementation of this critical policy. In the period pre-1994, the provisioning of teachers to schools in South Africa was characterised by inequalities based on racial, sexist and undemocratic principles espoused by the White minority regime of the time. Resources, including personnel in the form of teachers, were allocated along racial lines. White schools were urban, by far better, and adequately resourced than Black schools. Black schools, blatantly in contrast to the situation in White schools, were either township or rural and ill-equipped. An urgent need arose in the post-Apartheid era for this imbalance to be addressed through the Teacher Redeployment Policy. It is, therefore, unfair and unacceptable that more than 20 years since the dawn of democracy in South Africa, equity in teacher distribution to schools still has not been achieved. Any factor that poses to be a stumbling block to the realisation of equity needs to be scrutinized, and addressed accordingly. That is why I felt the need to embark upon this study so that I am in a position to get information from the teachers themselves who are the bona fide implementers of Departmental Policies in schools. This was to enquire if SADTU plays a role that is conducive or counterproductive to the attainment of equity in staff provisioning in schools. For me, the sourcing of information through a desktop exercise would not be as helpful as interacting with teachers directly in so far as the authenticity, and the reliability of the information is concerned.

3.3 RESEARCH DESIGN

3.3.1 Introduction

In this study, the researcher has systematically investigated what the teachers perceive to be the role of SADTU in the implementation of the Teacher Redeployment Policy in their respective schools. From the data collected, I then embarked upon the exercise of inductively coming up with conclusions that may be transferred to similar situations.

3.3.2 Research paradigm

In this study, the research paradigm used was interpretive paradigm. Unstructured interviews were used as a way of collecting data from participants. It is through this approach that the researcher came to realise that individuals are so intricate and complex that they experience and understand the same 'objective reality' in very different ways. In order to understand human action, the researcher needed to embrace an empathic understanding that sees the world through the eyes of the participants. In this study, a deliberate and a conscious endeavour has been made by the researcher to see the role of SADTU in the implementation of the Redeployment Policy through the eyes of the teachers who took part in it. From the responses that the participants gave to the questions asked, the researcher was able to make sense of the perceptions that teachers have in regard to the role of SADTU in the implementation of teacher redeployment in schools in the Ngcobo Education District.

3.4 RESEARCH METHODS

The data collection technique used was one of qualitative research. This was based on a snowball sampling technique as illustrated in 3.4.1 below. The population of the study was selected from five schools with categories of teachers as shown in 3.4.1 below. Primary data were obtained through semi-structured face-to-face interviews. Secondary

data were sourced from reports, textbooks, articles/journals, theses, periodicals, and the internet.

The interviews were carried out throughout 5 weeks in identified schools. The interviews were of direct personal investigation, intended at understanding what the role of SADTU has been in the implementation of the Redeployment Policy in the schools in question since its inception. A total of 25 teachers were interviewed. The analysis followed a process of an eight-step approach generally used in qualitative research. These steps are code schedules, assemble answers, sort by categories, identify themes, state themes, and provide examples, identification of similarities and differences, and reporting of the process and results. The qualitative data were organised and then arranged categorically into themes and patterns by the questions asked. Then the practicality of the data was evaluated in answering the objective of the study. The data were analysed using descriptive statistics, especially frequencies and similarities of responses. The approach was primarily exploratory, just as would be expected of a qualitative research design. Semi-structured face to face interviews with individual teachers were used to collect data in this study. The data were then interpreted analytically to arrive at conclusions.

3.4.1 Selection of participants/respondents/sampling

A predetermined number of teachers that are either unionised or non-unionised were purposefully selected to participate in the study as illustrated in the sample description below. The reason for the purposive selection was to make sure that a perspective from both teachers that are SADTU members and teachers that are non-SADTU members was obtained in the research.

Sample Size

The size of the sample was **a total of twenty Five (25) teachers** selected as follows:-

- **Five** School Principals - **One** from each of the schools selected.

- **Ten** teachers who are not unionised – **Two** from each of the **five** schools selected.
- **Ten** Teachers who are unionised – **Two** from each of the **five** schools selected.

Participant Selection Method

- Permission to conduct research was sought, in writing in line with the Ethics Regulations of the University of South Africa, from the District Director of Ngcobo Education District, the Ngcobo Education District Branch Secretary of SADTU, and from each of the teachers that were interviewed (the copy is attached hereto).
- All the participants cited above were requested to grant the researcher permission to either interview or be interviewed as the case may be, by completing the consent form that was provided by the researcher.
- The Branch Secretary of SADTU was requested by the researcher to direct him to five schools where there are teachers that are unionised as well as teachers that are not unionised.
- The Human Resource Section of the District Office, through the District Director, was to confirm that the teachers that the Branch Secretary of SADTU claims were unionised were indeed unionised.
- This means that a combination of **purposive**, **quota** and **snowball** sampling were used in this research.
- **Purposive** sampling means that the selection of participants is based on predetermined criteria that are relevant to the topic.
- In this case, the predetermined criterion is that SADTU and non-SADTU members were selected as participants.
- **Quota** sampling, which by its very nature is an inherent part of purposive sampling, means that while designing the study, the researcher decides how many people and with which characteristics will be selected as participants.
- **Snowball** sampling, also known as **chain referral** sampling, was used since it would not be easy to identify schools that met the applicable criterion in this research; teachers who are SADTU members and teachers who are not.

- In this method, participants with whom the researcher had already made contact were used; and their networks were used to refer him to people who met the requirements, and could potentially be used as participants.

3.4.2 Data collection

- Appointments were made with participants for interview sessions in their workstations or any other venues they preferred to use.
- A clear Time Management Plan was drawn once the proposal had been approved and Ethics Clearance granted.
- Semi-structured interviews were then conducted by asking open-ended questions to solicit data on the topic at hand: The role of SADTU in the implementation of the Redeployment Policy in schools.

3.4.3 Data analysis

There are some theories that feature in the analysis of data in qualitative research, depending on the approach that the researcher decides on. These include, among others, the grounded theory, Monte Carlo data analysis, spatial data analysis, categorical data analysis, and the longitudinal data analysis.

The theory applied by the researcher in this study is the Interpretive Phenomenological Analysis (IPA). For this reason, this is the theory I discuss in detail, and leave out the others. IPA aims to explore in detail how participants are making sense of their personal and social world, and the primary currency for an IPA study is the meanings particular experiences, events, and states hold for participants (Smith 2015:1). The phenomenological approach attempts to explore personal experience and is concerned with an individual's perception or account of an object or event, as opposed to an attempt to produce an objective statement of the object or event. IPA has a theoretical commitment to the person as a cognitive, linguistic, affective and physical being. It assumes a chain connection between people's talk and their thinking and emotional

state. Pietkiewicz and Smith (2014:7-14) describe the analytical process in IPA as a hermeneutic or dual process interpretation. This is because, firstly, the participants make meaning of their world and, secondly, the researcher tries to decode that meaning to make sense of the participants' meaning-making. IPA synthesises ideas from phenomenology and hermeneutics, and this results in a method which is descriptive. The researcher thus must interpret people's mental and emotional state from what they say. This is precisely what I did in this study.

Data analysis and interpretation relate to the process by which sense and meaning are made of the data gathered in qualitative research, and by which the emergent knowledge is applied to clients' problems. This data often takes the form of records of group discussions and interviews but is not limited to this. Lewis (2015:93) maintains that qualitative research aims to understand both individual meanings as well as complex systemic interactions as they apply to social problems or individual experiences. This method of research is both inductive and flexible, allowing for a holistic approach that facilitates a rich understanding of the content examined. Qualitative research makes use of many sources of data, including interviews, videos, direct observation, and various forms of records, among others. Of these, the most valuable source of information may be the personal interview (Barbour, 2014). Perhaps the most significant step towards ensuring the accuracy of one's data is to conduct thorough, quality interviews that accurately encapsulate participants' experiences. It is on that score, that I exercised extreme caution in conducting interviews and soliciting answers to questions in the interviews that were made with participants.

All the answers to the same question on the interviews were then collated into one set of responses and then examined to check on the frequency of similar and diverse responses to come up with a carefully reasoned overall idea that could be obtained from them. This reasoning constituted an analysis of the data collected per response per question. Units of analysis included words, phrases and sentences that were identified by highlighting them. The data were analysed using the constant comparative method. Noble and Smith (2015: 34-35) make a very crucial assertion that unlike quantitative

researchers, who apply statistical methods for establishing validity and reliability of research findings, qualitative researchers aim to design and incorporate methodological strategies to ensure the 'trustworthiness' of the findings. In its own right as qualitative research, this was the approach in this study.

3.4.4 Measures for trustworthiness

Nowell, Norris, White and Moules (2017:3) argue that to be accepted as trustworthy, qualitative researchers must demonstrate that data analysis has been conducted in a precise, consistent, and exhaustive manner through recording, systematising, and disclosing the methods of analysis with enough detail to enable the reader to determine whether the process is credible. The criteria of credibility, transferability, dependability and conformability are introduced in qualitative research to parallel the conventional quantitative assessment criteria of validity and reliability. Credibility can be attained through activities such as prolonged engagement, persistent observation, data collection triangulation, and researcher triangulation. To achieve dependability, the researcher must assure, as I have done in this study, that the research is logical, traceable, and documented. Conformability means that the researcher's interpretations and findings are apparently derived from the data, and he/she can demonstrate how conclusions and interpretations have been reached. Transferability means that the inquiry's findings can be applied to similar situations. A deliberate effort was made by the researcher in this study to achieve the criteria for trustworthiness by:

- Accounting for personal biases, which may have influenced the findings.
- Acknowledging biases in sampling and ongoing critical reflection of methods to ensure sufficient depth and relevance of data collection and analysis.
- Meticulous record keeping, demonstrating a clear decision trail and ensuring interpretations of data are consistent and transparent.
- Establishing a comparison case or seeking out similarities and differences across accounts to ensure different perspectives are represented. Including rich and thick verbatim descriptions of participants' accounts to support findings.

- Demonstrating clarity regarding thought processes during data analysis and subsequent interpretations.
- Engaging with other researchers to reduce researcher bias.
- Respondent validation: includes inviting participants to comment on the interview transcript and whether the final themes and concepts adequately reflect the phenomena being investigated.
- Data triangulation, whereby different methods and perspectives helped produce a more comprehensive set of findings.

To ensure the trustworthiness of the findings, analysis and interpretation thereof all the strategies highlighted above were applied in this study. Carter, Bryant-Lukosius, DiCenso, Blythe and Neville (2014:1) define triangulation as the use of multiple methods or data sources in qualitative research to develop a comprehensive understanding of phenomena. Triangulation also has been viewed as a qualitative research strategy to test the trustworthiness of the findings through the convergence of information from different sources. Carter et al. ,(2014:1) identify four types of triangulation: (a) method triangulation, (b) investigator triangulation, (c) theory triangulation, and (d) data source triangulation.

Willig (2014:136-149) is of the view that **interpretation** is the challenge at the heart of qualitative research; and that without interpretation, the researcher cannot make sense of data. Qualitative researchers explore people's experiences, their thoughts, feelings and social practices and give meaning to them. To achieve this aim, the researcher asks himself/herself the question, "What does this mean?" in response to each answer given by the participant to the question asked. Interpretation entails the generation of a deeper and a fuller understanding of an account made by a participant on a given phenomenon. In interpreting the data, this is what I did in this study.

3.4.5 Ethical measures

A researcher is duty bound to research in a manner that is ethical. This compliance matter must be adhered to. Otherwise the scientific process of the study is adversely compromised, and the consequences could be too ghastly to contemplate. The researcher, in the case of this research project, ensured compliance with the requirement above by first requesting permission from the University of South Africa's Ethics Committee to go ahead and conduct the research. Once that permission was secured in writing, the researcher then sought permission from the District Director for the Ngcobo Education District to have access to the schools within the district. Permission was also sought from the secretary of the SADTU (Ngcobo Branch), for the researcher to interact with the union members that were identified as participants. The researcher further sought the consent of every participant in writing before carrying on with the research. Each participant in the research granted consent in writing. Each participant was taken through the Participant Information Sheet that outlines the rights and the benefits that the participant is entitled to in participating in the research. The copy of the Participation Information Sheet was then given to the participants for them to keep. Each participant was also informed of the permission already granted by the senior authorities. Participants were assured, in writing, of the privacy, anonymity and confidentiality of their identities as per the protection of the researcher. Their names were coded. They were informed of their right to withdraw from participating at any point in time during the research, should they wish to do so. No form of deception was inflicted upon the participants, and no value judgement was made under any circumstances whatsoever. Participants were given the opportunity to go through the report to ensure the correctness of the information they provided to the researcher.

CHAPTER 4

DATA ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

The study sought to understand what the role of SADTU is in the implementation of the Teacher Redeployment Policy in schools. The study's purpose was to establish further how the teachers affected by the redeployment process reacted to the involvement of SADTU. Finally, participants were expected to advance the views that they had regarding what could be done to enhance the successful implementation of teacher policy in schools given the role that they see SADTU playing.

The research design was that of qualitative research. The design was so structured as to uncover the reality in as far as the role played by SADTU in the implementation of Teacher Redeployment Policy in schools is, through exploratory and interpretive investigation and analysis of the data that teachers provided. The qualitative research design was used to gain an understanding of the opinions and motivations that participants put forward. Unstructured and semi-structured techniques in the form of individual interviews were then used to uncover trends in thought and opinions, and to delve deep into an in depth insight into the problem.

4.2 RESEARCH PROCESS - THE ANECDOTAL REPORT ON DATA COLLECTION

The plan was to interview a total of 25 teachers from five schools. Five teachers, including the principal, were to be interviewed in each of the five schools. In each of the five schools, the plan was to interview two teachers that are unionised, as well as two teachers that are not unionised. However, in the five schools that were sampled, none of the teachers were unionised. Teachers were either SADTU members or NAPTOSA members. Of the 25 teachers interviewed, 14 were SADTU members, and 11 were NAPTOSA members. When asked why they were members of a trade union, teachers

indicated that it was vital for them to be affiliated to a teacher union to make sure that the employer protects them from victimisation. They were confident that the union was there to protect them from victimisation. Teachers also indicated that it was through their respective unions that their interests were looked after and taken care of. Lastly, they also cited that if a teacher is not a member of a union, there is an amount of money that is deducted from their salaries for not being a member a union. The amount is by far more significant than the standard subscription to a union. The reason this money is deducted from their salaries is that these teachers who are not unionised benefit fully, as though they are members, from the negotiations that teacher unions make in the Bargaining Council to advance the interests of their members.

As was promised to participants, their names remain confidential. Where a name is mentioned in the data presentation, a pseudo name is used instead; and it was indicated as such with an asterisk (*).Where a teacher is quoted verbatim, quotation marks were used. Schools were referred to as School A, School B, School C, School D, and School E.

Regarding the responses that teachers gave to the questions posed, there were more similarities than differences. There was a reference to a new phenomenon on redeployment procedures that I did not know about. It cut across all participants, without exception. All participants mentioned what they called 'volunteering' as a criterion that teachers used to recommend which teacher should be identified as excess. Participants in this research were unanimous that the point of departure to identify who must be declared additional in a school is for the principal's responsibility. A volunteer is a teacher who comes forward at his or her own volition to say he or she wants to be declared additional in the establishment because of personal circumstances. The policy states that the curriculum needs of the school constitute the number one consideration to identify a teacher that must be declared in excess. This phenomenon of 'volunteering' was new to me, yet it resonated across all the teachers that I interviewed.

The commonality in responses to the same question that featured in this research suggests an element of trustworthiness regarding the data collected. The fact that both SADTU members and NAPTOSA members gave similar responses to the same question, also points to the credibility and the trustworthiness of the data collected. Principals, who by their positions occupy a higher rank than Post Level 1 teachers, also shared common views with the latter on the different aspects that were explored by the researcher. The use of SADTU and NAPTOSA members, and the use of teachers occupying lower and senior positions as participants both constitute some form of triangulation that the researcher exercised in this study. Further, it culminated in the data collected assuming a relatively high degree of trustworthiness.

Other than the fact that teachers that are not unionised could not be found, everything else went according to plan in this research. Participants exceeded my expectation in deliberating on the issues raised through questions during the interviews. The District Director of Ngcobo Education District granted the permission sought by the researcher to research without any reservations. The same applies to the Secretary of SADTU in the Ngcobo Branch. The Human Resource Section of the District Office, as per the instruction of the District Director, was very helpful in identifying the teachers that are SADTU members as well as those that were not, as well as schools that they serve in as teachers.

4.3 DATA ANALYSIS

Five themes emerged from the data that the researcher collected through interviews with the participants in this study. These are:

- 4.3.1 The knowledge of policy on rationalisation and redeployment of teachers
- 4.3.2 Abuse of Teacher Redeployment Policy by school principals
- 4.3.3 The implementation of Redeployment Policy as a cause for stress and depression
- 4.3.4 The role of SADTU in the implementation of the Teacher Redeployment Policy

4.3.5 Recommendations to enhance the smooth implementation of the Teacher Redeployment Policy

4.3.1 Knowledge of Teacher Redeployment Policy

Teachers were asked to elaborate on their understanding of what the policy says on how teacher redeployment should be carried out. The data shows that teachers had a fair understanding of the policy on Teacher Redeployment. However, they wrongly claimed that the point of departure to identify a teacher in excess is volunteering. They were unanimous that this 'volunteering' worked very well, both for schools and teachers affected. When asked where this notion of 'volunteering' comes from, they said it is in the policy. I have perused both CA No.2 of 2003 and CA No. 4 of 2016. The concept of 'volunteering' does not feature anywhere in the two policy documents. When I asked why they thought it was good to use 'volunteering' as a point of departure, their view was that it minimises conflicts among the staff. This is precise because;

“Firstly, a teacher who has been harbouring a wish to leave the school on transfer for personal reasons, but scared to approach the principal for this, gets an opportunity to do so without any qualms and quarrels with anyone, including the principal.”

Ms Mathe* who is a teacher in School A boldly stated. Somebody has to leave for that matter. Secondly,

“volunteering as an approach to identifying a teacher, in addition, keeps the relations among teachers good, as none of the teachers will bear the blame of being the reason that a particular teacher left the school against his/her will.”

Ms Mathe* added. This is the sentiment that resonated across all the participants that were interviewed in this study.

The teachers that were interviewed also did not seem to be cognizant of the Collective Agreement No. 4 of 2016. They all complained about the fact that teacher redeployment has to be carried out annually. They even suggested that teacher redeployment ought to be conducted after every three years. Mr Mali*, the principal of School C with 27 years experience as a teacher, suggested as follows,

“It would be better if teacher redeployment was effected every after three years, along with the Policy on the Grading of Schools.”

Schools that have shown a consistent downward trend in learner enrolment by more than 50 learners each year throughout 3 years in succession are downgraded regarding policy. Schools that show an upward trend by 50 learners each year for 3 years in succession are upgraded. This is the policy that Mr Mali* was referring to. When Mr Mali was asked if he knew that it is not mandatory for the Department to implement teacher redeployment every year, his answer was, “No”. The same applies to the principals of School D and E who were asked the same question after it had transpired that Mr Mali was not aware of the Collective Agreement.

Teachers were of the view that the movement of teachers due to operational requirements on an annual basis, creates instability in schools. They felt that teaching and learning were adversely affected by this practice. They believed that subject allocation can never stabilise in schools. There is not enough time given to principals to see which teacher is best at which subject. Teachers also thought that they were not given an opportunity to stay put with learners in the same school long enough for them to understand what their weaknesses and strengths were so that they use those weaknesses and strengths to help them achieve to their fullest potential. I believe that if they were aware of Collective Agreement No. 4 of 2016, they could make use of it to curb the movement of teachers on an annual basis through teacher redeployment.

4.3.2 Abuse of Teacher Redeployment Policy by School Principals

Participants who claimed to be Site Stewards in their respective schools accused the principals of using the Teacher Redeployment Process to settle personal scores with teachers they had differences with. These principals use the Teacher Redeployment Process to rid their schools of teachers they have disciplinary problems with. In school E, Ms Mayeza* who is a SADTU Site Steward, shared a story of a good Mathematics teacher who was notorious for coming to school drunk. Instead of taking corrective and correct disciplinary measures against the teacher, the principal did nothing. When the Staff Establishment reflected that one of the teachers needed to be transferred, the principal unilaterally decided that the Mathematics teacher must be declared in excess. This was even though the teacher was the only one offering Mathematics in the school. When SADTU and the Department got involved in the matter at the behest of the Mathematics teacher, they noted that the principal had not followed the correct procedure. The principal was instructed by the Department to follow the procedure as outlined in the policy. The school ended up not removing any teacher at all. The Maths teacher was allowed to remain in the school, and the principal did not convene any meeting to discuss with teachers who should be identified as additional in the establishment.

Another form of the abuse of the Teacher Redeployment Process by principals, that transpired out of the interviews, relates to the allocation of subjects. Eighteen (18) of the participants that were interviewed indicated that principals are sometimes 'mischievous' in their allocation of subjects to teachers. They allocate to teachers they do not like subjects considered not critical in their respective schools. A participant in School D who is also a Site Steward said that,

"If you are allocated Life Orientation, for example, you must know that you the one the principal is targeting for identification as additional when the time for teacher redeployment to be rolled out comes."

This, according to this participant, has happened in some schools where he was delegated by SADTU to intervene. The participant further alluded that the allocation of subjects that is informed by the selfish interests of the principal results in teachers teaching subjects that they are not qualified for.

The other form of abuse relates to union affiliation of staff members. The principals of all the schools sampled were SADTU members. NAPTOSA teachers articulated a sentiment in this regard during the interviews that their members were always targeted as the first consideration when the identification of excess teachers was made. They accused principals of being biased in favour of teachers who are SADTU members at the expense of NAPTOSA members. Ms Masoka* stated as follows:

“There is a tendency by SADTU principals to seek to do everything in their power to use the process of redeployment to remove teachers that are not SADTU members from the schools where they are principals. As NAPTOSA members we are very vigilant in this regard. Whenever those tendencies begin to show up, we confront the principals involved head-on. It is a matter that we have raised sharply in our Annual General Meetings. We have taken a firm position as a union that we shall not allow SADTU to make our schools SADTU schools through the Teacher Redeployment Process, not in this District. NAPTOSA is very active in Ngcobo. I do not know what the position is in the other districts.”

4.3.3 Redeployment as a cause for stress and tension among teachers

The other finding that came up strongly out of this research is that every time the Teacher Redeployment Policy is implemented, stress and tensions arise among all the teachers in the school affected. This means that both the teachers identified in excess and those not identified in excess are equally affected. Anger and anxiety creep in as soon as the new Staff Establishment, that reduces the number of teachers in the school,

is issued. This anger and anxiety cut across all the teachers in the school without any exception.

Immediately teachers are identified in excess in the Staff Establishment, they begin to believe that the reason they are identified is that they are incompetent and ineffective in the subjects they teach. They feel less important, lacking a lot regarding the capacity to teach, and unworthy of being teachers. Their self-esteem and self-confidence as teachers fades away. They begin to believe that they have lost value and integrity as teachers. They see the dignity and reputation as teachers being dragged through the mud by the process. The fact that they have to move to new environments away from the convenience of their current schools, only adds salt into the wound. The thought that they now have to use more money out of their pockets to get themselves settled in the new schools becomes a burden they find extremely difficult to afford. Uncertainties regarding the subjects that will be allocated to them, in the new schools, become a trauma too severe for them to bear. This results in some teachers affected choosing to resign. These are the sentiments that resonated throughout the participants that were interviewed.

The teachers that are not identified in excess in the school are not spared from the burden of stress and depression. Immediately the teachers identified in excess are transferred to new schools, those that remain behind are faced with challenges of increased workloads. Subject allocations and timetables change drastically. Some of the teachers are made to teach subjects they are not qualified to teach, making it extremely difficult for them to cope. Confidence in them as teachers erodes, and stress levels increase. Just like those teachers that are transferred to other schools as a result of their being additional in the Staff Establishments of their respective schools, they too become stressed by the changes in workloads and timetables. Others opt to resign as a result. Both the SADTU and the NAPTOSA teachers who participated in this study shared this view.

4.3.4 The role of SADTU in the implementation of the Teacher Redeployment Policy

It transpired during the deliberations by participants in this research that SADTU plays a critical role in ensuring that the Department implements the Policy on Teacher Redeployment with caution and fairness. It was a common view among the participants that SADTU teachers aggrieved by how the process of redeployment was implemented in their schools chose to report their concerns to SADTU, instead of lodging a complaint with the Department of Basic Education.

All participants made an important revelation about the role that SADTU plays in the implementation of the Teacher Redeployment Policy. The revelation is that, soon after the signing of the Collective Agreement No. 5 of 2003, the union took it upon itself to workshop its members on that Collective Agreement. Collective Agreement No.5 of 2003 outlines procedures for the implementation of the Teacher Redeployment Policy in schools. Although participants did not make any mention of the same kind of workshop held in respect of Collective Agreement No. 4 of 2016, they made it clear that a SADTU representative was always part of the process when the Circuit Manager/District Director identified a teacher/s to be declared additional in the establishment. Even when the School Governing Bodies engaged in processes of making a recommendation regarding a teacher in excess, who must be placed permanently in their respective schools, a SADTU union representative was ever available as an observer. The presence of a SADTU representative in the sitting where the identification and the placement processes were carried out, gave the teachers assurance that their interests were looked after. Ms Mabona* of School D stated as follows:

“Whenever the Circuit Manager held a meeting with school principals in the circuit to identify teachers who must be declared in excess in their respective schools, there was always a SADTU member as an observer. The presence of a SADTU representative in these sessions compelled the principals to make available to the Circuit Manager the minutes of the meeting in which the teachers in the school

expressed their views as to who must be declared additional in the establishment. The SADTU representative also made sure that the minutes had been signed off by a SADTU member serving as a SITE STEWARD in the school concerned. The SADTU representative also played the role of making sure that the views expressed by teachers in the school in terms of the minutes are taken into account by the Circuit Manager in identifying who must be declared in excess.”

The role of SADTU does not begin and end with them representing the union as observers in the identification and placement processes of excess teachers. Participants in the research were unanimous that SADTU played a crucial role in the dispute resolution processes arising from the process of the implementation of the Teacher Redeployment Process in the district. SADTU members that were aggrieved by the manner in which the process was managed in their respective schools, did not hesitate to complain with the Ngcobo Branch Executive Committee of SADTU. Mr Mvango* of School E stated as follows:

“I applaud my union, SADTU, for being ever vigilant on matters of dispute; and for always coming to the rescue of a member who is victimised, either by the principal or a Departmental official.”

Mr Mvango*, just as many other participants had ventilated, commended SADTU for being impartial in handling matters of dispute. He stated that when SADTU intervenes, their point of departure is to check with the Circuit Manager what he/she knows about the issue at hand. They then, together with the Circuit Manager, go on to check in the school if procedures, as laid out in the policy documents, were followed in the identification or the placement of the complainant as the case may be. If the finding is that the procedure has not been followed, SADTU will always push for a ruling by the department that the process be started afresh. Participants held a common view regarding matters referred back to the school. The prevailing view is that schools did not start the processes afresh, but chose to allow the teacher who complained to remain in the school as perpetually additional in the establishment until the issuing of the Staff

Establishment for the following year. The school uses the dispute to its advantage by continuing to operate with a Staff Establishment that is bigger than the number of teachers allocated to it. Whether by accident or coincidence, the Department tends to turn a blind eye when a teacher who had complained continues to render services in the original school, without anyone else in the school made to move to another school in his or her stead.

Of the 25 participants interviewed, 20 firmly pointed out that SADTU played a critical role in bending the arm of the Department, and thereby causing the Department to be lax on ensuring strict compliance to the implementation of Teacher Redeployment Policy. They narrate a story of fierce resistance by SADTU against the implementation of the Teacher Redeployment Policy. The said resistance reached its peak in 2012 during the time of Advocate Modidima Mannya as the Superintendent General (SG) of the Department in the Eastern Cape. The union felt that Adv. Mannya ruled with an iron fist and decided that something needed to be done to curb his style of leadership which they considered utterly unacceptable.

SADTU considered the excessive pressure that the Department exerted on schools under the leadership of Adv. Mannya to move teachers declared additional in their schools, completely irrational and unbearable. The argument that SADTU teachers advanced, at the time, was that the model used for post provisioning to schools did not assist schools to deliver effective teaching and learning. The model, popularly known as Peter Morkel Model, burdened with workloads too huge for them to cope with. The use of this model resulted in teachers teaching in classrooms that were overcrowded with learners. Multi-grade teaching became a norm rather than a deviation. The teacher-pupil ratio was fundamental at more than 1:40 on the average. A decision was then taken by SADTU teachers to revolt against the implementation of the Teacher Redeployment Policy that was based on the Peter Morkel Model. This is a matter that SADTU brought to the attention of the African Nation Congress for its intervention. In some districts, the Staff Establishments that were issued to schools by the Circuit Managers were returned to the office en-mass, without having been acted on by the

principals and staff. This was done in defiance of the Department's instruction that schools should implement a policy considered repressive to teachers by SADTU. Since all SADTU teachers, in one way or another, participated in the revolt; it was difficult for the Departmental officials to take action against any teacher who failed to comply. Discussions that ensued as a result of these revolts, years and months after Adv. Mannyha had resigned as SG, resulted in the Department issuing a circular that allowed schools to retain teachers declared additional in their schools if they felt that teaching and learning were going to be impossible, after the transfer of a teacher due to operational requirements. This achievement has been ascribed by participants in this research to the role that SADTU played in the implementation of Teacher Redeployment Policy in schools. Until today, participants hold the view that when schools feel that it will be impossible for the school to operate if the teacher declared additional in the establishment is allowed to move, such a teacher should be retained by the school. The department does not act harshly against the school that has not moved a teacher declared additional in the establishment if the school advances sound reasons that relate to effective teaching and learning. These are the views from the participants that were interviewed in this research, in the Ngcobo Education District.

When teachers declared additional in the establishments of their schools have to move, their views are given a powerful consideration as to where they should be moved to. There is a norm that has been agreed upon between the unions and the department that movement should, as much as possible, begin within the confines of the circuit. This is enshrined in CA No.4 of 2016 which the participants interviewed did not seem to be aware of. The movement that is confined within the circuit reduces the gravity of the frustration caused by the transfer of teachers declared in excess in their schools to other schools. Again, participants in this research gave credit to SADTU for this achievement. Ms Mlambo*, the principal of School A commented as follows:

"In the recent years, our Circuit Manager in this circuit is very considerate when it comes to redeployment. He gives all teachers declared in excess in their respective school's lists of schools in the neighbourhood of their current schools

from which to choose schools they would like to be transferred to. He does not want to see a situation where grievances are escalated to the level of SADTU. In the unlikely event the case ends up being referred to SADTU, the Circuit Manager works together with SADTU peacefully and amicably to find a solution to the problem.”

Other participants in the research also confirmed that all Circuit Managers in the district always sought to work peacefully and amicably with both SADTU and the schools to sort out problems emanating from the implementation of a policy that did not go well. They give all the credit to the involvement of SADTU in the implementation of Teacher Redeployment Policy for this change in attitudes on the part of Departmental officials. Participants viewed the role of SADTU, as a progressive union, in dispute resolution processes around the implementation of Teacher Redeployment Policy praiseworthy and commendable.

SADTU has also been credited by participants in this study for making use of the Teacher Redeployment Process to assist unemployed qualified teachers in securing employment for themselves. When the Staff Establishments are issued to schools at the commencement stage of the Teacher Redeployment Process, some schools find that there is an increase in the number of teachers allocated to them. A final bulletin is then issued by the Department to assist the schools to fill the vacancies created by the new Staff Establishments through the teachers declared additional in their respective schools.

Most of the schools, according to participants in this study, could not find suitably qualified teachers to fill up the vacancies using the pool of teachers declared in excess. This was particularly the case with vacancies in the Foundation Phase and critical subjects such as Mathematics, Physics and Agriculture in High Schools. This necessitated a situation where SADTU took it upon themselves to negotiate with the Department, and press for the appointment of suitably qualified unemployed ‘walk-in’ teachers. A ‘walk-in’ teacher is an unemployed qualified teacher who walks into a

school that has a substantive vacant post. According to the participants in this research, SADTU made a breakthrough worthy of praise in this regard. Schools were allowed to make recommendations which were subsequently approved by the Department to appoint 'walk-ins'. The net effect of the appointment of 'walk-ins' into posts meant for the placement of teachers declared in excess was that these teachers remained in their respective schools, and never moved to other schools 'due to operational requirements'.

4.3.5 Recommendations to enhance smooth implementation of Teacher Redeployment Policy

Participants were asked if they had any recommendations as to how the process of teacher redeployment should be implemented to enhance the smooth implantation thereof.

There seemed to be a complete rejection of the policy itself among the teachers that were interviewed. They felt that the Teacher Redeployment Policy in its current form is not assisting in addressing equity in teacher provisioning as was envisaged when it was introduced. According to the participants, teachers from urban schools still do not move to the township and rural schools. The White historically advantaged schools that were by far better resourced compared to under-resourced black schools remain advantaged while Black schools remain poorly resourced and critically disadvantaged. Participants in this study ascribed this to some reasons. Chief among them is the fact that the movement of teachers from one school to another through the redeployment process is confined within the circuit. The unintended consequence of this kind of movement is that better-qualified teachers in the White historically advantaged schools move from one White historically advantaged school to another, while the underqualified or unqualified teachers in the township and rural schools move from one township or rural school to another.

In light of the argument in the paragraph above, participants in this study came up with a completely different alternative to the current Teacher Redeployment Policy. They

suggest that the non-viable small township and rural schools, which are the worst adversely affected by the policy, should be clustered and merged into big viable schools. By the clustering of schools, participants in this study meant that small schools near one another should be merged into one big viable school. In that way, it will then be easy for the Department to provide the schools with the best quality of resources that are adequate in each school, both material and human. Such schools, according to participants ought to also be provided with hostel facilities so that the burden of having to travel long distances by learners is circumvented. Teachers in these bigger schools should also be provided with secure places of residence. In this way, all the fears, anxiety, stress and depression brought about by the implementation of the Teacher Redeployment Policy on teachers may be a thing of the past.

Participants suggested that those teachers who saw the implementation of Teacher Redeployment Policy as an opportunity to volunteer and have themselves transferred to schools of their choices, should then learn to apply for self-initiated transfers by existing policies. There is nothing, regarding the law, that prevents a teacher from applying for a transfer on the grounds of personal circumstances.

4.4 BIOGRAPHICAL DATA

The table below reflects the biography of the teachers who participated in this research.

SCHOOL	Years of experience as a principal	Gender	No. of SADTU teachers interviewed, excluding principals whom all happened to be SADTU members	No of SADTU teachers that are Site Stewards	No. of NAPTOSA teachers interviewed	No. of NAPTOSA teachers who are Site Stewards
A	23	M	2	0	2	1
B	15	F	2	1	2	2
C	13	F	2	1	2	1
D	21	M	2	2	2	0

E	27	M	2	1	2	1
---	----	---	---	---	---	---

4.5 ANALYSIS OF DATA

The following is a detailed synopsis of the chronological stages that the researcher followed in analysing the data collected.

The **first stage** was where the researcher engaged in a meticulous record keeping of the data collected through the interviews. All the interviews had been audio recorded. The recording was then played back to the participants concerned for them to confirm if what was recorded was what they indeed meant to say. The recordings were then downloaded onto the computer for transcription. This process ensured accuracy and transparency in data collection.

The **second stage** was where the researcher compared the responses advanced by participants to each question asked in the semi-structured interviews that were carried out. Similarities and differences across the accounts given were then established and packaged accordingly. As clearly demonstrated in 4.3 above, verbatim quotes of participants on critical accounts were captured between quotation marks to support the accounts they made on the issue at hand. Where similarities were glaringly frequent, the researcher coined up an interpretation of what the similarities actually meant, and came up with a conclusion on the thinking behind the similarities.

Thirdly, as a way of executing respondent validation, participants were invited to comment on the interview transcript and whether the final themes and concepts created adequately reflect the phenomena that were being investigated.

Fourthly, data triangulation whereby different sources in the form of literature and personal accounts by participants were used by the researcher to solicit perspectives that help to produce a more comprehensive set of findings.

To analyse the data collected, the researcher paid a particular focus to the themes as reflected in 4.3.1 to 4.3.5 above. These were the themes that repeatedly emerged across from every one of the 25 teachers interviewed in this study. The study sought to provide an understanding of what the role of SADTU is in the implementation of Teacher Redeployment Policy in schools. The main question was used as a guide by the researcher to solicit answers that refer to the role of SADTU in the implementation of the Teacher Redeployment Policy in schools. The observations and findings from the literature review that the researcher made, were then cross-checked against the themes that emerged from the interview process.

The literature that the researcher went through portrayed a picture of SADTU in the Eastern Cape as a teacher union that is notorious for unreasonably doing everything in their power to stall the implementation of the Teacher Redeployment Policy. Contrary to this view, the revelation from the data collected by the researcher through interviews with the teachers on the ground is that this is not true. For instance, the Peter Morkel Model informed the resistance by SADTU to the implementation of the Teacher Redeployment Policy in schools. The model created conditions that are untenable and not conducive to effective teaching and learning. I, therefore, find the qualification of SADTU actions as unreasonably unjustifiable.

There can never be effective teaching and learning when teachers are faced with workloads that are too huge for them to cope with. There can never be effective teaching and learning when teachers have to do multi-grade teaching in overcrowded classrooms. There can never be effective teaching and learning if the model used to provide posts to schools results in teachers teaching subjects they are not qualified to teach. There can never be effective teaching and learning when teachers are confronted year in and year out with a process that causes so much stress that they either go on long sick leave or resign. I do not see the role of SADTU in the implementation of the Teacher Redeployment Policy as being one of unreasonably stalling the process.

Participants in this research concur with the view that the role of SADTU in this process is that of serving as observers during the identification and the placement of excess teachers. The data collected shows that SADTU representatives are invited to these processes to come and serve as observers.

The following are four themes for discussion that have been identified by the researcher from the deliberations of the participants during the interviews on the role of SADTU in the implementation of the Teacher Redeployment Policy in schools.

4.5.1 SADTU As an Observer in the Implementation of the Teacher Redeployment Policy

All the participants in this study were very bold in stating that SADTU in the Ngcobo Education District is very diligent in availing their representatives as observers in processes of identification and placement of excess teachers. However, the participants went further to say that in all sessions where they took part, either in the identification or placement of excess teachers, SADTU representatives have never been silent observers. They always interject while the process is still in progress to say what their views are on the matter under discussion. Mr Mbekela* of School C stated as follows:

"I know that the role of SADTU representatives in the meetings where the principals and Circuit Managers engage for the purpose of identifying teachers in excess is to observe the process. However, I can say it without any fear of contradiction that SADTU in this district has never played a role of being silent observers. It is either they participate in the discussions, or interject from time to time to raise objections on choices made as to who should be declared in excess in a particular school. Once an objection has been raised by a SADTU representative, the Circuit Managers here then allows discussions around the objection to ensue. When asked why they do that, they say that they want to avoid a situation where they continue with a process, only to find that it will be challenged at the end of the day. Circuit Managers believe that it is better to know

on the spot as soon as an interjection occurs if the union is not happy with how the process is managed, and deal with concerns raised on the spot to a logical conclusion.”

This is the sentiment that all the participants in the study shared. Ms Mathe* of School A took this point further by saying,

“Even when SADTU has not interjected during the process, our Circuit Managers in this district have adopted the approach that provides union representatives with an opportunity to participate in the process. At the end of the process, Circuit Managers request the union representatives to say how they feel about how the process had been managed. They do this in order to make sure that the process is not challenged at a later stage for one reason or another. If there are issues that the union representatives are not happy with, those issues are attended to and ironed out before the session adjourns.”

For me, although the active role played by SADTU representatives in these processes is not enshrined in the Collective Agreements on teacher redeployment, I find their active participation instrumental in ensuring labour peace in the district. Perhaps there is a need for the ELRC to revisit this matter. I know that the reason teacher union representatives have to be observers in these processes is for them to play a neutral role. The fact of the matter is that they are never neutral. Teacher unions, regarding their constitutions, have a duty to look after the interests of their members and ensure that there is fairness in the manner they are treated by the employer at all times. They observe in these processes in order to satisfy themselves that the employer treats their members with respect and dignity. For me, they cannot perform this function by sitting as passive observers in sessions where the plight of their members is discussed.

If this practice by Circuit Managers in the Ngcobo Education District works well in ensuring labour peace in the district, I would recommend that the ELRC gives it some

consideration for inclusion in the Collective Agreement. From a pragmatic point of view, if the practice is good for Ngcobo, it should be good for other districts as well.

4.5.2 The Centrality of SADTU in Dispute Resolution Processes Around Issues of Teacher Redeployment

It transpired in the interview sessions with participants that SADTU in the Ngcobo Education District plays a critical role in dispute resolution processes on all disputes emanating from how the implementation of the Teacher Redeployment Policy is handled. Despite the union being represented in sessions of identification and placement of teachers in excess, disputes do arise from these processes. For SADTU teachers who are aggrieved, the first point of call is the office of the Branch Secretary. The view that came out from all participants is that SADTU never hesitates to respond promptly on a complaint lodged with them by their member. SADTU insists that the aggrieved members should lodge complaints in writing. They then take the matter up with the Circuit Manager responsible for the school concerned. Participants alluded that SADTU, together with the Circuit Manager, will then do everything humanly possible to engage the school. The purpose of that engagement is to find out if the process of identifying or placing a teacher in excess was followed in the spirit and letter of the procedures as laid out in the Collective Agreement. In the event they find that procedures were flouted, the school is instructed to start the process afresh.

The majority of participants stated, in no uncertain terms, that cooperation between the circuit Managers and SADTU prevailed even in cases where the complaint was lodged with the Department. Where the complainant is a member of SADTU, Circuit Managers on their own volition invite SADTU to all meetings where the complaint will be attended. One participant commented as follows:

“I am convinced that there is a tacit agreement between SADTU and the Circuit Managers in the Ngcobo Education District that the dispute resolution processes

should be the joint venture of SADTU and the Circuit Manager. There have been cases, however, where the cooperation between SADTU and the circuit Manager did not yield the desired outcome of justice and satisfaction on the part of the complainant. I know of a case where the complainant had volunteered to be identified in excess in the Staff Establishment of the school but was denied that status. The teacher claimed that he had all the right to be the one to be removed because he wanted to secure placement in a school closer to his home. His father was suffering from a chronic ailment and needed someone to look after him. Despite this claim, somebody else in the school was identified. The reason the complainant was not allowed to leave the school on a voluntary basis was that he was the only teacher responsible for the teaching of Agriculture in the school. The complainant took the matter to the CCMA where the ruling was that the teacher should remain in the school. He lost the case at the level of the CCMA on the grounds that his aspired transfer was not in the best interest of the learners in the school.

Furthermore, the transfer would prejudice curriculum delivery in the school. What I appreciated in that case is that the complainant who was a SADTU member was represented by a SADTU representative in the CCMA. This was despite the fact that he was on the wrong side of the law. For me, SADTU is committed to standing by the interests of its members even when there is nothing convincing that the complainant is on the right side of the law.”

The reflection from the statements from participants above is that SADTU plays a central role in the dispute resolution processes emanating from the implementation of the Teacher Redeployment Policy in schools in the Ngcobo District.

4.5.3 SADTU as an Agent of Transformation regarding Teacher Redeployment

Participants in the study perceive SADTU as an agent of transformation in the Department of Education. They describe SADTU as either champions or agents of

change. Participants insisted that ‘SADTU is consistent and leading in changing the Department for better.’ They trace the role of SADTU back to the impact that the union makes in discussions that ensue in the ELRC. They maintain that in the ELRC, there is what is known as proportional representation. The bigger the union, the more the number of representatives it will have in the Chamber. When the researcher navigated the literature to confirm this assertion, he found that the Collective Agreement No.3 of 1999 concurs with this view. CA No.3 of 1999 states that “the trade unions admitted to the Council shall have 25 representatives allocated by proportionality according to the vote weights, provided that an admitted trade union shall have at least one representative”. Participants boasted that SADTU is capable of using their numbers and vote weights in the Chamber to advocate for the development of policies that promote the interests of the members on the ground.

Mr Buso* of School D was cheerful in stating as follows:

“In the Site Steward meetings convened by the Branch Executive Committee of SADTU, we get exciting feedback reports regarding the sterling job and the impact that the union makes in the ELRC. The union never relents in their commitment to bring about education reforms that make the lives of teachers easy on the ground. On this matter of Teacher Redeployment Policy, the representatives of our union in the Council have never failed to make it clear that we are not happy with the Peter Morkel Model used for post provisioning. The union never failed in making it clear that we are not happy that the Teacher Redeployment Policy has to be implemented on an annual basis. That is why the department is not bold enough to enforce the implementation of this policy that we consider extremely repressive to teachers.”

I am inclined to concur with this view. Even though the participants were not aware of Collective Agreement No. 4 of 2016, I believe that this Collective Agreement is an excellent example of the achievements that SADTU is capable of making in the Council

through their massive power as a majority union. This Collective Agreement introduced at least two significant changes that are critical in the stress that the Teacher Redeployment Policy brings to teachers. The first of those is the relief that says it is not compulsory for teacher redeployment to be done on an annual basis, but after every three years. The second is that through the Collective Agreement No. 4 of 2016, the SGB takes their rightful place in the placement of teachers in their schools. Regarding the South African Schools Act, the SGB ought to make recommendations in respect of teacher appointments in their respective schools. Through SADTU, participants believe that the right of the SGBs to make recommendations in respect of appointments was given back to the SGBs.

4.5.4 SADTU as Champions of Job Creation for Teachers

The message that came out clear from the participants is that SADTU has in the past played a critical role in securing jobs for the jobless and the unemployed. They narrated a story of a group of teachers they referred to as 'protected temporary teachers'. In or around 2010, and for lack of scarce skill subject teachers, participants boasted that SADTU managed to bend the arm of the Department into allowing the employment of unqualified and underqualified teachers. These teachers had studied the subjects they were employed to teach only up to Matric Level. Others had obtained a post-matric qualification in the subjects concerned, but without a professional qualification to teach them. These included Mathematics, Physics, Agriculture, Accounting, as well as Technical Subjects such as Electrical Engineering, Plumbing, Bricklaying, Carpentry, and Technical Drawing.

The unqualified and underqualified teachers referred to above were employed on a temporary basis on three monthly contracts that were extended from time to time. According to participants, SADTU then initiated a discussion with all parties in the Chamber to secure an agreement with the Department for these teachers to pursue studies towards a Teacher Qualification. SADTU succeeded in this pursuit, and the Department agreed to provide all the scarce skills subject teachers that had been

employed a protected status as temporary teachers. The protected status of these teachers meant that their services would never be terminated, even though they were temporary teachers. They would, instead, be allowed to pursue their studies through to completion without any break in the services they were rendering. That is how the term of ‘protected temporary teachers’ came about. Once they had completed their studies and had thus become professionally qualified, their temporary status was then converted to permanent status. This is a profound achievement for the teaching fraternity that the participants ascribed to the role of SADTU as Champions for Job Creation for teachers. Participants considered the signing of Collective Agreement No.1 of 2017 as a cherry on top. This Collective Agreement provided for the conversion to a permanent status of any Post Level 1 temporary teacher who has been employed for 3 months in succession on a fixed term contract in a substantive vacant post. Such a temporary teacher must, however, not have resigned from the profession in the past. Mr Nombembe* of School B stated as follows:

“We have two teachers in our school who fell in the category of “protected temporary teachers”. They grabbed the opportunity that the Department accorded them through the efforts of SADTU with both hands. They have now been granted a permanent status in the employ of the Department on their completion of their studies towards a professional qualification. I believe, many of our schools across the country have benefited from the notion of having temporary teachers converted to become permanent in the system.”

In the North West Province, SADTU celebrated the release of the Departmental Circular No.21 of 2017 by the Provincial Department of Education. This circular provided for the once-off conversion of close to 5000 temporary teachers’ contracts to permanent contracts. This was a sequel to a long drawn battle between SADTU, and the Department. Herein, SADTU was fighting for the implementation of the PELRC Collective Agreement No.1 of 2010. This Collective Agreement provided for the conversion, to a permanent status, of the contract of any Post Level 1 teacher who had

served in a substantive vacant post for 12 months. The Department was, however, delaying to implement the Collective Agreement.

In the Eastern Cape, SADTU has successfully coerced the Department to employ professionally qualified teachers into posts set aside for redeployment. According to participants in this study, the SGBs in these schools claimed that they could not find suitably qualified teachers from the pool of excess teachers to appoint in those posts. SADTU Site Stewards in the schools had been used to mobilise the SGBs to refuse to appoint from the pool of excess teachers. The SGBs were encouraged by SADTU to point out to the Department that the vacancies that had been created, as a result of the new staff establishments, were for Foundation Phase and Scarce Skills Subjects. These teachers were not available from the pool of excess teachers that the Department supplied. Schools were then allowed to employ from outside the pool, from the regular members of the unemployed teachers who were desperate to have themselves employed. In this way, participants in this study have seen SADTU as Champions of Job Creation in the Department.

In one of the schools that participated in this research, the principal bragged as follows:

“I the past three years, none of the schools that gained teachers through the Teacher Redeployment Process in this zone has ever appointed from the pool of excess teachers. We all heeded the call by SADTU to make use of ‘walk-ins’ to fill in the vacancies that have been created. We have noted with concern the malice to teachers by the Department to seek to retrench them by cutting down the number of posts that each school must have. We keep our excess teachers in their schools while we push for the appointment of unemployed teachers in post that have been created.”

This to me, represents a blatant demonstration of the determination on the part of SADTU not to allow the process of teacher redeployment to deprive teachers that are sitting at home without employment opportunities in schools. SADTU, instead, uses the

process to her advantage to make jobs available for the jobless and the unemployed teachers. The claim by participants in this study that SADTU is a Champion of Job Creation can, therefore, not be ruled out as far-fetched.

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 INTRODUCTION

The purpose of the study was to understand the role that SADTU (South African Democratic Teachers' Union) plays in the implementation of the Teacher Redeployment Policy. The objectives were:

- To understand whether SADTU plays a role that contributes effectively to the successful implementation of the Redeployment Policy.
- To determine how the role that SADTU plays manifests itself at the school level.
- To understand whether the role that SADTU plays has a positive or negative impact on the achievement of the objectives of the implementation of the Redeployment Policy.
- To determine how the positive impact (if any) of the role that SADTU plays in the implementation of teacher redeployment in schools can be improved.
- To establish how the negative impact (if any) of the role that SADTU plays in the implementation of Teacher Redeployment Policy in schools can be curbed or circumvented.

To solicit the information sought, the following are the critical open-ended questions that were posed during interviews with 25 participants selected on a pro-rata basis from five different schools:

- What role, in your own experience, does SADTU play in the implementation of Teacher Redeployment Policy in school?
- What impact does this role have on the achievement of the objectives of the implementation of Teacher Redeployment Policy in schools?

- If the impact is positive in your view, what can be done to make it even better; and if it is negative, what can be done to circumvent the damage it causes?

The design of the questions was based on the perception among the members of the public that the role that SADTU plays in the implementation of Teacher Redeployment Policy goes beyond that of an observer status prescribed by the policy. The purpose was to find out if the perception has any basis at all, or it is just something that is unfounded. If the perception proved to have a basis, the study sought to go further to establish how this role beyond that of an observer manifests itself. The study was so designed as to go in depth and establish reasons why SADTU ventured into roles not meant for them to perform regarding policy. Lastly, the purpose was also to understand the impact that these self-imposed roles by SADTU had on the successful implementation of the policy, and find a remedy to it.

5.2 SUMMARY OF RESEARCH FINDINGS

The findings are discussed from mainly two perspectives: Findings from the literature review, and findings from the empirical data collected.

5.2.1 Findings from the literature review

In paragraph 2.1.2.4 above, a point was made that Zengele (2013:64) gives a critical account of union involvement on the implementation of Redeployment Policy in schools. The author states that teachers say it unequivocally that the redeployment process at school level is manipulated. The author further pointed it out that the process was manipulated not only by some principals but also by SADTU and district officials. He concluded by saying that the process dampened the spirits of teachers; a situation that warranted the protection from their unions. I also indicated in paragraph 2.1.4 that Kota et al. (2017:14) highlight a massive contestation of teacher redistribution by unions such as SADTU in the province that has effectively jeopardised the department's ability to effectively and equitably distribute teachers, especially in rural areas.

Tshinnane et al., (2017:145-152) contend that redeployment has challenges such as resistance to relocate, lack of trust and lack of administrative capacity. They further point out that redeployment is not uniquely South African. It is employed on a global scale in all private and public spheres. Namibia and Guinea are some of the countries that have used it to some degree. The pitfalls that these countries came across after redeployment were that productivity does not always follow after the reduction of staff, the morale within the downsized organisations collapses, and disrupts the sound structure of the organisation.

If that is the case, it then follows that when redeployment is effected within an organisation, there is bound to be discontentment and conflict. It is this discontentment that sparks the involvement of teacher unions in the case of teacher redeployment in schools. Teacher unions have a responsibility to take action whenever their members complain that their rights are being violated by the employer. Larreguy, Olea and Querubin (2014:1) assert that unions engage in collective action to pursue the interests of their members. Unions also must defend their members. Findings from the literature review are that SADTU has always been at the centre as far as the hampering of the smooth running of the Teacher Redeployment processes is concerned. Mothapo and Kanyane (2015:727 -742) hold that SADTU forms part of the external accountability mechanisms to scrutinize the education system. SADTU is, therefore, well positioned to take advantage of that role to frustrate the processes when hard decisions have to be taken against their comrades, and they never fail to do so.

Mafukata and Mudau (2016:5) expose that SADTU went to the extent of manipulating the Teacher Redeployment Process in Limpopo for the purpose of making sure that it is their members, and not the members of other teacher unions or non-unionised teachers, who become the ones to benefit from incentives meant for teachers that are redeployed to remote and rural schools. Thwala (2014:127 – 128) concurs with the two authors on the disruptive tendencies of SADTU by saying that the dominant teacher union in the education sector, SADTU, has been singled out as the most disruptive

education stakeholder in the country. SADTU exerts its influence on the recruitment and appointment processes. The union has been accused of undue influence over governing bodies, of illegal interference in the decision making processes of the SGBs; and this is coupled with an element of disruption and corruption as SADTU preferences end up enjoying the benefit of getting appointed or placed in posts at the expense of non- SADTU members.

Soudien, Moodley, Adam, Brook Napier, Abdi, and Badroodien (2014:960 – 987) make reference to a statement that was made by Nelson Mandela in his Keynote Address in the Launch of SADTU in 1990 on noting the tide of political influence by SADTU that was fast becoming untenable in the education arena. Nelson Mandela said, “SADTU should be a professional teacher body that encourages the teaching of pupils in the classroom.” This statement speaks for itself. It demonstrates, in no uncertain terms, that SADTU had already shown signs of overstepping the mark from the very beginning to stretch beyond operating within what teachers are employed to do; to teach. SADTU was formed not only to protect and fight for the improvement of the conditions under which teachers worked, but it also had a covert political mandate to align its struggles with the national democratic struggle to end Apartheid rule (Amoako, 2014:148 – 163). The political influence of the union was felt in every sphere of governance in education, including staff recruitment and appointments.

The literature review that has been carried out by the researcher in this study portrays a picture of SADTU as a union that has become, in the eyes of the ordinary public, popular for all the wrong reasons. SADTU is made to appear as a union that is unreasonably determined in its intent to make things difficult for the employer. Pather and Du Plessis (2015:1) confirm this point by asserting that the state’s quest for control over school governance is embodied in the power of the protesters (SADTU members), who use their very bodies to challenge the social order by disrupting daily school life, and the status quo in schools. They go further to say that SADTU members on the ground are also aware of the power SADTU yields and become oblivious to standard rules of protocol and so exert a negative influence on school governance (Pather & Du

Plessis 2015:3). This influence spills beyond the confines of the school. Appointments into senior strategic positions, from that of the principal through to that of the Head of Department, must have obtained blessings from SADTU; otherwise, without their prior blessings, such appointments are likely not to materialise. Van der Berg, Spaul, Wills, Gustaffson, and Kotze (2016:1) take this point further by saying that there is concern expressed among academics and practitioners (and the public at large) that the influence exerted by SADTU is interfering with the ability of the system to act in the best interest of the children. They are explicit to say that such influence manifests itself in appointments to senior positions, and such appointments highlight corruption concerns and tendencies based on nepotism. Zengele and Coetzer (2014:17–32) argue that the uncontrolled union involvement leads to key union members being unjustly promoted, despite legislation on approved guidelines. SADTU happens to be the main culprit in his regard.

5.2.2 Findings from the empirical data collected

The main finding from the empirical data collected is that the role of SADTU in the implementation of the Teacher Redeployment Policy in schools goes beyond the one of being an observer as stipulated in the policy.

5.2.2.1 The role of SADTU as a Politically Aligned Union

Participants who are SADTU members spoke plainly in declaring that SADTU is not a free for all union. It is a union affiliated to COSATU, and as such an integral part of the ANC/SACP/COSATU Alliance. They insisted that there is no way that a teacher could be a member of SADTU, but not a member of the African National Congress. Participants stated it categorically that all SADTU members must mobilise teachers to become members of the African National Congress. The role of SADTU as a union goes beyond looking after the welfare and interests of teachers as workers to one of being politically active in advocating for the agenda of the ANC at all times. Some participants went further to say that it was important for SADTU members to be

members of the SACP as well. In this way, the union would stand a better chance to encourage its members to embrace and advance the ideals of socialism and communism at all times. From the position of political activism that SADTU has adopted as a union, it then follows that its members have a duty, as stated in the ANC manifesto, to strive to make the lives of the people better.

As a union that is politically aligned, SADTU has been depicted by participants as a union that is actively involved in advocating for job creation and poverty alleviation that the ruling party, the ANC, espouses. This was the case even if it meant that existing policy guidelines on the implementation of Teacher Redeployment Policy had to be breached. Participants were generally not at war with this attitude on the part of SADTU. However, the NAPTOSA teachers that participated in this study showed a great deal of concern about the bias that SADTU embraced in favour of their members at the expense of NAPTOSA members. They cited the critical role worthy of appreciation that SADTU played in securing monetary incentives for teachers redeployed to teach in remote rural schools. These schools found it difficult to attract and retain competent teachers.

SADTU, together with other unions represented in the ELRC, mobilised for the payment of incentives to teachers who would be either willing or compelled to go and teach in such schools. The unions successfully secured an agreement regarding the payment of these incentives with the department. NAPTOSA, however, expressed disappointment and concern at how teachers distributed to schools were entitled to incentives. They accused SADTU of interfering with the processes of identifying teachers that must be redeployed to such schools. SADTU, according to NAPTOSA, manipulated the identification processes to make sure that it is their members who benefit from the incentives. The process was fraught with nepotism and unfair discrimination, and NAPTOSA put the blame squarely on SADTU.

5.2.2.2 The Corruption surrounding the Appointment of ‘Walk-Ins’

Regarding the appointment of ‘walk-ins’ for the teaching of scarce skill subjects that I alluded to in the discussions above, SADTU was accused by participants of influencing the principals and SGBs to recommend candidates of their (SADTU) choice. All participants expressed happiness about the concession by the department that SADTU fought for, that the department allows the appointment of ‘walk-ins’ into posts set aside for redeployment. The observation by participants in the study was that most of the ‘walk-ins’ appointed were either relatives of SADTU members or had been made to undertake that they will join the union, once appointed. This is the point that participants made, and around which they were grossly agitated. Again, let me state that the appointment of ‘walk-ins’, clouded by corrupt tendencies as the participants alleged, its impact on job creation and poverty alleviation can never be underestimated. Given the poverty levels that are glaringly high in South Africa, one teacher appointed means food on the table to an average of no less than five poverty-stricken members of the family concerned. As far as NAPTOSA teachers were concerned, the only issue that needed attention is the corruption and nepotism that prevailed in the appointment of ‘walk-ins’.

5.2.2.3 The need to review the role of unions as observers

I indicated in Paragraph 4.3.4 above that SADTU, according to participants in this study, has never been a silent observer in the implementation of the Teacher Redeployment Policy in schools. Their representatives in processes of the identification and placement of excess teachers were consistent in their habit to interject whenever they were discontented with how the processes unfolded. This is in violation of the policy. However, let me point out that the participants expressed their happiness with it. They made an uncontested claim that the approach worked very well for the smooth rolling out of the Teacher Redeployment Process in the Ngcobo Education District. This is precisely because issues that could lead to dispute at a later stage were tackled on the spot as soon as seeds of conflict started to show. From a pragmatic point of view, participants felt that there was no reason for the observer status of unions not to be

abolished. For them, the observer status of the unions in the implementation of Teacher Redeployment processes is something that needs to be scrapped formally. For that matter, the policy does allow union representatives to raise objections when they are not happy with anything that happens in the meeting where the identification and the placement of excess teachers are discussed. When an objection is raised, it follows that the union is going to challenge the process, in which case discussions in which the unions will actively participate will then ensue. There is no point in preventing the unions from speaking in identification and placement meetings when they will, in fact, speak when their unhappiness with how things happened in these sessions is addressed.

5.2.2.4 The Due Diligence with which SADTU represents members in dispute

On the issue of dispute resolutions, participants commended SADTU unreservedly for the role they play in defending the aspirations and the interests of their members. This is regardless of whether the members are on the right side or wrong side of the law. When a member has lodged a grievance with the union against the Department, the union does not think twice before acting on behalf of their aggrieved member. They take it upon themselves to cause the department to take responsibility for the unhappiness on the part of their member. When matters escalate to a level where the complainant has to be subjected to a disciplinary hearing, SADTU is sure to represent their member in the hearing.

Participants in this study maintained that in cases where the member of SADTU is subjected to a disciplinary hearing, the union has managed to secure a ruling that favours the complainant. The reason for this, according to participants, is that departmental officials have always been found wanting when it comes to the knowledge and application of policies. Unions have an advantage of not only being represented in the ELRC where Collective Agreements are developed and concluded, but they subject their members to workshops on the Collective Agreements. In a disciplinary hearing, they seek to establish only two things: firstly, whether there was procedural fairness in the manner the process was managed; and secondly, whether there was substantive

fairness on decisions taken. To accomplish its mission to get a ruling in favour of its aggrieved member, the union uses the same regulations that the union and the department had agreed to relax in order to avoid conflicts against the department in the district. These include issues such as allowing the union to participate actively in discussions, instead of assuming and maintaining an observer status that the regulations prescribed. In this way, aggrieved SADTU members can secure victory in disciplinary cases even though they have not complied with law and policy.

5.2.2.5 The negative influence of SADTU in the Department's Decision Making Processes

It is clear from the deliberations by participants in this study that SADTU is capable of bending the arm of the department into deviating from policy. The purpose of the Teacher Redeployment Policy is to juggle around using the teachers already in the employ of the department. Redeployment means the transfer of teachers from schools where there is an over-supply, to schools where there is a shortage. The purpose of teacher redeployment has never been to employ teachers that are unemployed and outside of the system, but SADTU saw an opportunity from the shortage of teachers for certain critical subjects in schools. The union then made it clear to the department that not all the posts that have become vacant as a result of the issuing of new Staff Establishments to schools can be filled through redeployment.

The only solution was to allow schools with posts that cannot be filled through redeployment to recruit from outside the system. These are posts, according to participants, that SADTU has made it a point that they are filled through professionally qualified teachers from within the country. There are participants in the study who narrated a story of Maths and Science teachers had been recruited by the District Director of a neighbouring district from Zimbabwe. There were 300 of them. When SADTU got to know about that move, they did everything in their power to cause the employment of those teachers to abort; and indeed it did. SADTU was adamant that teachers from within the country should fill all vacant posts that are created as a result

of the process of redeployment. Again, regarding the law and policy, there is nothing that prevents the department from employing foreign teachers. However, such teachers must comply with specific requirements, including the proper verification of their qualifications and the prior acquisition of work permits. Thus, SADTU successfully curtailed the recruitment of those teachers.

5.2.2.6 The Resentment of teacher redeployment by teachers

From the empirical data collected, a fact that came up very sharply from participants is that teachers do not like the Teacher Redeployment Policy. They hate the policy. They claim that the policy is a significant source of instability in schools. Every time teacher redeployment is implemented, teachers have to contend with frustrating changes in subject allocations, in workloads and in timetables. Teacher Redeployment kills the morale of teachers to a point where they choose to resign as teachers. They become so sick from depression related illness that they hardly cope to perform any of their duties. Teachers declared additional in their schools have to contend with challenges of relocation, the stigma that they are incompetent, the collapse of self-esteem and self-confidence, and the ultimate negative and devastating impact it brings into their health.

The Peter Morkel Model that is used to distribute teachers to the school, according to participants, does not assist schools to deliver effective teaching and learning. Teachers find it irrational and unreasonable for a secondary school with Grade 8 to Grade 12 to operate with five teachers, for instance, under any circumstances. A secondary school that has a total learner enrolment of 175 will be provided with five teachers in accordance with the teacher-pupil ratio of 35:1 that is a norm according to the model. This is regardless of the subject offerings that the school has. If that school has a Commercial Stream, a General Stream, and a Maths and Science stream, it becomes impossible for the school to have all the teachers it needs to teach all the subjects offered. The workloads become too massive for the five teachers to handle, and most of the teachers are forced to teach subjects they are not qualified to teach. The Peter Morkel Model, according to participants, does not consider the curricular needs of the

school but the budget for Compensation of employees that must be kept as low as possible. The participants in the study view this wholly irrational and unacceptable; and as such their opinion is that the Teacher Redeployment Policy must be done away with.

5.3 RESEARCH CONCLUSIONS

The conclusions drawn from this research are provided regarding answers to initial research questions as follows:-

5.3.1 The first question was: What role, in your own experience, does SADTU play in the implementation of Teacher Redeployment Policy in schools?

5.3.1.1 Non-compliance by SADTU on their role as Observers

Responses from participants in this study on this question show that the role of SADTU regarding the Teacher Redeployment Policy is to observe. When participants expatiated on this point, it became clear that observation was not just observation for its own sake. The purpose of observation was to make sure that there was no flouting of regulations by both the Departmental officials and School Governing Bodies in the implementation of policy. In exercising that responsibility, the role of unions was to object to the meeting where the identification or placement of excess teachers was done. Unions play this role with due diligence. However, instead of raising objections, they prove to be guilty of flouting the regulations by interjecting and participating actively in the discussions that ensue in the meetings. This is against the stipulations as stated in the Policy on Teacher Redeployment. SADTU does not comply with policy in this regard. They choose to be active participants.

5.3.1.2 The Bias that favours SADTU members

It is also clear that as SADTU representatives participate in the discussions on redeployment processes, instead of observing the processes as neutral partners, they

influence the processes by strategically pushing for the protection of the interests of their members at the expense of the members of the other unions. This behaviour constitutes an unfair bias against members who are not SADTU members. A behaviour precipitates conflict between SADTU and the other unions, NAPTOSA in the case of Ngcobo Education District. The conflict emanating from the bias is not confined to NAPTOSA only, but the Departmental officials as well. For fear of reprisals from the giant union SADTU, departmental officials choose to strike compromises with SADTU that could jeopardise the reputation of the system. Candidates who are most fitting to be the ones identified in excess in some cases enjoy the benefit of escaping being redeployed for the simple reason that they are members of SADTU. At the same time, candidates who do not qualify to be placed in specific posts are placed into those posts at the expense of the best suitable candidates because of the biases. SADTU is unpopular in education circles in this regard. They are seen to be abusing a policy meant for the attainment of equity in teacher distribution by playing the role of championing cadre deployment.

5.3.1.3 Stalling the movement of teachers as the role that SADTU plays

SADTU members identified in excess in the Ngcobo Education District do not move to schools they are transferred to. This makes the process to stall completely. It is only in cases where the teacher has volunteered to be redeployed where the transfer will take place. Schools that have to lose teachers as a result of the new Staff Establishment are encouraged by the union to make submissions to the Department and motivate why those teachers must be retained by their schools. When the concession to retain is not granted, SADTU steps in on behalf of the schools concerned to coerce the department to grant the concession. SADTU is very articulate and meticulous in convincing the Department of Basic Education that the school that has requested retention of teachers in excess cannot operate without those teachers. Departmental officials also do not want to be embroiled in prolonged tensions that could culminate in the union taking to the streets over the issue of teacher redeployment. They instead go the route of striking a compromise by granting the concession requested as soon as SADTU step in.

5.3.1.4 The Creation of a Bloated Civil Service in the Department of Basic Education

I indicated in paragraph 5.2.2.5 that SADTU has managed, on numerous occasions, to bend the arm of the Department resulting in schools being allowed to appoint unemployed teachers into posts set aside for redeployment. This happens when schools cannot find suitably qualified teachers from the pool of excess teachers to teach scarce skills subjects. These subjects include Technical Subjects such as Technical Drawing, Electrical Engineering, Plumbing and Bricklaying. Mathematics, Science and Agriculture are also some of these subjects. The effect of recruitment from outside the pool of excess teachers is a bloated civil service that subsequently puts an undesirable strain on a budget of the Department.

When the MEC for Education declares a particular number of teaching posts for the following year, one of the priority considerations is the budget available for that particular year. Immediately, excess teachers are retained in their original schools while unemployed teachers are appointed in posts reserved for them, the Department is bound to overspend on Compensation of Employees. When SADTU advocates with success for the appointment of unemployed teachers in posts set aside for redeployment, they inadvertently contribute to the creation of a bloated civil service and over-expenditure. This is the role, whether consciously or unconsciously, that SADTU plays in the implementation of the Teacher Redeployment Policy in schools.

5.3.1.5 Defeating the very purpose of teacher redeployment

One of the most significant achievements that SADTU can boast about is moving teachers. As a result teacher redeployment is confined as much as possible within a circuit. This is undoubtedly a big advantage for teachers identified in excess because it helps them escape the financial and the emotional damage they would suffer as a result of being transferred to schools that are far away from their original schools. When the

idea of teacher redeployment was muted and conceived way back in years, the purpose was to achieve equity in the distribution of teachers.

I stated in my introduction in paragraph 1.1 above that in the period pre-1994 White schools were better resourced than Black schools in line with the racial, sexist, undemocratic and oppressive policies of the White minority regime in South Africa. White schools were distinguishably situated in urban areas and were well equipped with every resource an ideal school needs, both material and human. Black schools were either in the townships or in rural areas and were predominantly poor and grossly ill-equipped, regarding both the material and human resources. Teachers in White schools were by far better qualified than teachers in Black schools. When the Teacher Redeployment Policy was conceived, the purpose was also to achieve equity in teacher distribution by moving teachers from the historically advantaged White schools to the historically disadvantaged Black schools. When the movement of excess teachers is confined within the circuit, it means that the best-qualified teachers in White historically advantaged schools remain. Teachers from the Black disadvantaged schools move from a historically disadvantaged school to another historically disadvantaged school. This kind of movement does not address the critical objective of the attainment of equity in the distribution of teachers to schools. It defeats the very purpose for which it was designed.

5.3.2 The second question was: What impact does this role have on the achievement of the objectives of the implementation of Teacher Redeployment Policy in schools?

The impact of the role that SADTU has in the implementation of the Teacher Redeployment Policy, is explained under the sub-headings as follows:-

5.3.2.1 Stagnation of the movement of teachers

The impact of the role of SADTU is the stagnation, partly or wholly, of the movement of teachers due to operational requirements that the Teacher Redeployment Policy is purposed to effect. In the Ngcobo Education District some teachers have been identified in excess in their respective schools for more than three years in succession in the recent past. However, due to the role played by SADTU in assisting those teachers to remain in those schools, those teachers have not moved till today. The other reason SADTU fought tirelessly for the retention of these teachers in their respective schools was that it would be impossible for those schools to deliver effective teaching and learning. In this way, the implementation of Teacher Redeployment Policy in schools is grounded to a halt. The only deviation to this norm is where the teachers volunteered to be redeployed for personal reasons. Personal reasons include a situation where a teacher wants to go and serve in a school that is nearer home, or where a teacher wants to go and serve in a school that is nearer the one where his or her spouse works. The movement based only on volunteering is something that is counterproductive to the successful implementation of the Teacher Redeployment Policy.

5.3.2.2 Labour Peace within the Ngcobo Education District

I have indicated in paragraph 5.3.1.1 that the flouting of the regulation that requires union representatives to assume an observer status in the implementation of the Teacher Redeployment processes has given the unions a leeway to participate actively in discussions. Circuit Managers and teacher unions in the Ngcobo Education District have adopted this stance in order to avoid a situation where the Department continues with the implementation of a process that is going to be challenged by unions at the end of the day. Issues that could lead to disputes are raised by unions and discussed on the spot as soon as they emerge. This has led to conditions that promote labour peace in the Ngcobo Education District. This is one of the positive spinoffs of the flouting of the regulation on the observer status of the union by both SADTU and the Department that has yielded. The absence of labour peace in an Education District hurts the quality of

teaching and learning in schools. Once there is no labour peace, it is either that the union members will exercise their right to embark on a go-slow or go the route of a full-blown strike regarding which they stay away from classrooms. In the Ngcobo Education District Circuit, Managers and the District Director have adopted a cooperation stance with SADTU in so far as dispute resolution processes are concerned. Every time a Circuit Manager has to attend to a grievance by a teacher who is a SADTU member, he or she will make sure that SADTU in the processes that unfold represents the aggrieved teacher. This is a very positive stance for which I believe SADTU is to be applauded; the maintenance of labour peace in the Ngcobo Education District in their implementation of Teacher Redeployment Policy in schools.

5.3.2.3 Effective teaching and Learning in schools

Mahlangu (2013: 501) is of the view that the militancy of teacher union members is caused by the fact that they are unfairly treated by being forced to occupy lower ranks when they are more highly qualified. In such cases, principals should manage in a down-top style. In this instance, top-down management is ineffective because it relies on coercion and almost invariably turns militant teachers and principals into adversaries. Managing for quality in schools demands a new non-coercive method of management.

On a positive note, the fact that SADTU is capable of stalling the movement of excess teachers becomes a significant advantage for the culture of teaching and learning in schools. These teachers finally get themselves retained in schools where they are added to the Staff Establishment. The instability in schools that becomes the result of the transfer of teachers due to operational requirements, is swiftly evaded. Schools escape the instability that results from increased workloads, changes in timetables, and the obligation on the part of teachers to teach subjects they are not qualified to teach. Teachers no longer fall victims of stress and depression which happen to be silent killers to teachers affected by redeployment. The stigma that teachers declared in excess are incompetent loses its meaning, because the reason SADTU fights for their retention is seen as those teachers being indispensable in the schools where they

teach. In this way, their dignity as teachers worthy of being viewed as teachers in their own right is restored. The struggle by SADTU to have excess teachers retained in their current schools is equally useful in respect to both the teachers that are declared additional and those that are not. Unfortunate as it may appear to be, the capacity of SADTU to stall the movement of teachers declared additional in their respective schools benefits the learners a great deal. Multi-grade teaching that would have been the result of the transfer of the teachers in excess no longer takes place. No learners suffer the consequence of being taught by teachers who are not qualified to teach the subjects they are made to teach.

While on the positive note regarding the role played by SADTU in the implementation of Teacher Redeployment Policy in schools, there is another critical point that needs to be made. This relates to the appointment of unemployed teachers into posts set aside for redeployment that has proved to be value adding to the culture of teaching and learning in schools. I stated in paragraph 5.3.1.4 that SADTU has, on numerous occasions, plunged the Department into financial severe constraints. SADTU made a significant breakthrough in causing the department to appoint unemployed teachers in posts set aside for redeployment. When schools could not find suitably qualified teachers from the pool of excess teachers, SADTU successfully fought for the recruitment of suitably qualified unemployed teachers. This resulted in a bloated civil service and a high Compensation of Employees. However, this again had a positive impact on the desired effective teaching and learning in schools. A good culture of teaching and learning was then established in schools. This happened as a result of the appointment of suitably qualified teachers through the SADTU efforts that may correctly be deemed as counterproductive to the implementation of the Teacher Redeployment Policy in schools by Departmental officials.

5.3.3 The third question was: If the impact is positive in your view, what can be done to make it even better; and if it is negative, what can be done to circumvent the damage it causes?

The impact has been depicted as one that is entirely negative in that the union involvement results in teachers declared in excess in their respective schools not moving to schools they are transferred to.

From what transpired in the deliberations by participants in this study, I can say it without any fear of contradiction that the Policy on Teacher Redeployment is gravely unpopular to teachers. To say they do not like the policy is, in fact, an understatement. Teachers in the Ngcobo Education District resent teacher redeployment with all that goes with it. The teachers that I spoke to spoke plainly in saying that if things were to go their way, the Teacher Redeployment Policy would be done away with forthwith. Despite SADTU having been represented in the Council when the Teacher Redeployment Policy was conceived, teachers see no reason why the policy exists in the first place. They do not understand why it should be allowed to remain in force when the Peter Morkel Model used to distribute teachers to schools jeopardises the quality of teaching and learning in schools. Teachers see the Policy on Teacher Redeployment as nothing else but a tool that the employer uses for the gruesome torture on teachers that is inflicted for no reason.

When asked what can be done to make the policy work better for schools, participants in this study utterly refused to make any recommendations. Their view was that there is nothing that can be done to make the Teacher Redeployment Policy acceptable to teachers. The policy is something that needs to be eradicated and thrown away into the world of oblivion. They claim that the main reason the system has lost so many teachers through resignations is this Teacher Redeployment Policy. They find it completely irrational that year in and year out, teachers are made to think about who must be removed from their respective schools to go and teach elsewhere. The Teacher Redeployment Policy is a cause for anger, anxiety, stress, depression and lack of focus

on what teachers are employed to do, namely teaching. Teacher Redeployment has turned the lives of teachers into a struggle for survival. This is precisely because a teacher is either identified in excess in his/her current school, and subjected to the consequences of that identification; or he/she survives the identification, in which case he/she will be faced with the challenges of increased workloads, changes in timetables, and teaching subjects he/she is not qualified to teach.

The conclusion that I could draw from what the participants said about the Teacher Redeployment Policy is that it has caused so much damage to their emotional being that an alternative to it has to be sought. That alternative is stated and discussed in detail in the recommendations under 5.4 below.

5.4 RECOMMENDATIONS

The Teacher Redeployment Policy spells out, in no uncertain terms, that the role of teacher unions in the identification and placement of excess teachers is purely to observe. The study shows that this is one policy imperative that SADTU has failed, whether by omission or commission, to comply with. Failure to comply with policy imperatives in government departments constitutes a severe violation of law, and is viewed as misconduct of a serious nature. Transgression of policy also has the effect of making the culprit trample on the rights of others. There is no way that transgression of policy could be allowed to continue as though it is an acceptable norm. Something needs to be done to get the system back onto the right track in so far as the Teacher Redeployment Policy is concerned. The implementation of this policy is fraught with serious violations of law. The purpose of this study was to understand the role of SADTU in the implementation of the Teacher Redeployment Policy in schools. It was also to come up with recommendations that could lead to policy changes if needs be. The following are recommendations that are based on the findings of the research.

5.4.1 Recommendation No. 1: Doing away with Policy on Teacher Redeployment

The recommendation is that parties in the ELRC should review the Policy on Teacher Redeployment to making a determination as to whether the policy serves its purpose or not. If the policy does not serve the purpose, it must then be done away with. If it works for provinces that are urban, such as the Western Cape and Gauteng Provinces, it can be retained only for those provinces; but not for the entire Eastern Cape Province that is mostly rural. For almost 20 years since its inception, the policy has not succeeded in bringing about equity in teacher distribution to schools in the Eastern Cape. One participant in this study narrated a story of teachers in an urban district who refused to be transferred to schools in rural districts. In 1998, teachers declared in excess in the Port Elizabeth Education District took the department to court. They refused to be redeployed to schools in rural districts such as Mbizana and Lusikisiki where there were neither electricity nor descent ablution facilities. They further supported their stance to refuse to be redeployed in the litigation process by saying that they could not afford to be miles away from their families. The court ruled that the transfer of those teachers to environments as harsh as those of Mbizana and Lusikisiki that they were not used to was unconstitutional, and could thus not be allowed. The Department had to comply with the Court Order and retain those teachers in the schools. The implementation of the Teacher Redeployment Policy in the Port Elizabeth Education District thus failed right from the start.

The implementation of the Teacher Redeployment Policy is causing more harm than good in so far as effective teaching and learning in schools is concerned. For most of the time, teachers are pre-occupied with worrying about how the process of teacher redeployment is going to affect them instead of focussing on delivering quality teaching in schools. Resistance on the part of teachers declared additional in their respective schools results in those teachers not moving to schools they are transferred to. This, they achieve with the support and the assistance of their union, SADTU. The argument in this regard, therefore, is that there is no point continuing with a policy that teachers

are capable of not implementing without consequences. Instead of compelling the teachers to comply through legal processes, the department finds itself in a situation where it agrees on certain unlawful compromises with the union. For me, the best thing is for the department to do away with such a policy and come up with an alternative. In this way, the role that is untoward in the implementation of teacher redeployment will have nowhere to feature because an alternative to redeployment will be in place; and this takes me to the next recommendation.

5.4.2 Recommendation No. 2: The Merger of small and unviable schools

The alternative that the majority of participants in this study recommended was that of the merger of schools. Teachers believe that the reason it is difficult for the Department to resource schools with adequate staffing is that schools in the Eastern Cape are generally small and unviable. Most of the schools in the rural districts fail to meet the minimum threshold of 135 learners for a primary school, and 200 learners for a secondary school. They maintain that the way to make the schools big and viable is to merge those schools near one another, and within a predetermined radius. The predetermined radius should make it possible for learners from neighbouring communities to walk to school. For learners that cannot walk to school because of long distances, hostels ought to be built to accommodate them. Principals of the schools that have merged should have their salaries protected on a permanent basis. There will also be no resistance on the part of teachers to move from schools that have been disestablished as a result of the merger to the new centre of the merged schools. In this way, all the adverse effects of the Teacher Redeployment Policy will have no place to feature and neither will SADTU have a role to play in a policy that does not exist.

The implementation of this recommendation will require broad consultations with school communities and education stakeholders by the political head of the Department. Communities have sentimental attachments with their schools, and it may not be easy for them to agree to the merger of their schools with others. Some schools are named after certain prominent members of the community who played a critical role in the

coming into existence of those schools. Some of these prominent members of the school communities have since passed away. The communities of such schools would not want the legacy left behind by such prominent members to be lost for whatever reason. This is the attitude that will require broad consultations and advocacy campaigns.

5.4.3 Recommendation No. 3: Review of the observer status of unions

Regarding the observer status that teachers unions have to assume in Teacher Redeployment processes, the recommendation is that they should be allowed to participate actively. It is recommended that the parties in the ELRC should revisit the policy in this regard and consider giving the union representatives the privilege to participate actively in discussions. The fact of the matter is that teacher unions are interested parties in these processes. There is, therefore, no way that they can be expected to be quiet even when things do not go as they wish. That is why participants have confirmed that there are always interjections from unions during proceedings. Departmental officials find it extremely difficult to ignore the unions when they interject or call them to order. Ignoring or calling them to order when they have concerns to raise would, in fact, be tantamount to provocation to the unions, or they could feel that they are undermined. When the Departmental official ignores a union representative who interjects to raise a concern, he or she must know that there is a challenge to the process. If it is so difficult to have the unions keeping to their observer status in these process, there is no reason not to allow them to participate actively in discussions. If there is a need for the presence of people who must observe the processes on a neutral basis, the recommendation is that it should indeed be people who have no interest in the processes. These could be traditional leaders or leaders from faith-based organisations such as the church. Such people would be instrumental in adducing the necessary evidence in the processes of dispute resolution and disciplinary hearings.

5.4.4 Recommendation No. 4: New Appointments during the redeployment process

It is evident from the findings in this research that not all the vacant posts set aside for the teachers declared in excess in their respective schools can be filled through the teachers declared in excess. Schools have experienced a situation where they cannot find suitably qualified teachers from the pool of excess teachers to fill specific posts. This relates to posts that require specialized skills like the skills possessed by Technical Subject Teachers as teachers for Technical Drawing, Plumbing, Carpentry, Bricklaying and Electrical Engineering. The findings also show that the Department of Basic Education is always caught off-guard by SADTU and forced to appoint teachers that had not been budgeted for. This has a ripple effect of causing a bloated civil service and an enormous budget on Compensation of Employees.

The recommendation in this regard is that the Department of Basic Education should take stock of the skills base among the teachers. The department should also take stock of or come up with estimates in respect of vacancies for limited skills subjects that will be created during the redeployment process. In this way, it will be easy to establish how much, regarding the budget, must be set aside for the employment of teachers with limited skills subjects. In this way, the role that SADTU plays in causing the Department to allow appointments that were not budgeted for will be needless.

5.5.5 Recommendation No. 5: Volunteering as a criterion for the identification of excess teachers

One of the findings in this research is that schools in the Ngcobo Education District use volunteering as the number 1 criterion for identifying a teacher that must be declared in excess in the establishment. That is against the Policy on Teacher Redeployment. The first consideration ought to be the curricular needs of the school. LIFO must be used as the last resort when some teachers equally deserve to be declared in excess in the establishment. There are cases in the Ngcobo Education District where participants

stated that they ask for volunteers, and if no volunteers are coming forth, they go for LIFO without any consideration for the curricular needs of the schools. This is a severe wrong application of the policy, and it needs to be stopped. Schools need to be continuously reminded about the procedures that must be followed to identify excess teachers. Alternatively, Circuit Managers should be firm on ensuring that procedures, as outlined in the policy, are adhered to. While compromises such as these play a critical role in ensuring sound labour peace in the district, the transgression of the law and policy cannot be condoned. This applies to the agreement that seems to have been reached between teacher unions and the Department for the former to participate in discussions when they are supposed to only serve as observers. If there is a need for the policy to be changed, that must be raised in fora appropriate for discussions on policy reforms.

5.5 AVENUES FOR FURTHER RESEARCH

The study only focused on the role of SADTU in the implementation of Teacher Redeployment Policy in schools. It was found that SADTU does not stick to their role as observers, and thereby interferes with the smooth implementation of the policy. The fact that the process is never a resounding success in the Ngcobo Education District is ascribed to their interference. There must be other factors that need to be explored that make the rolling out of the process not to be the success that is envisaged. These are the factors that researchers need to explore. These factors include, *inter alia*, the absence of consequence management for non-compliance with policies within the Department of Basic Education, policies that are flawed and therefore not implementable, the role played by the SGBs and other stakeholders in education installing the implementation of Teacher Redeployment Policy in schools. As well as the programmes of redress in relation to the provisioning of infrastructure resources to the historically disadvantaged formerly Black schools that are moving at a snail's pace.

5.6 LIMITATIONS OF THE STUDY

The first limitation relates to the fact that the researcher had intended to make use of teachers that are non-unionised as part of the sample population. The purpose was to solicit the views from teachers who were purely neutral and independent in their judgement as far as the role of SADTU is concerned in the implementation of Teacher Redeployment Process. These are the non-unionised teachers that the researcher had intended to use as participants, but could not be located. Teachers do not want to remain non-unionised in the system to avoid the high cost of 'workshop agency fee' levied on non-unionised teachers.

The 'workshop agency fee' is the amount levied on teachers that are non-unionised for the reason that they also benefit from the role played by unions in the Bargaining Council to secure better working conditions. The subscriptions that teachers paid towards their respective unions were by far lower than the penalty they had to incur for being non-unionised. Teachers also had a fear of having no structure to rely on when they find themselves being victimised by the employer. The teachers sampled were therefore either SADTU members or NAPTOSA members. The researcher resorted to sampling teachers that were NAPTOSA members and matched their views with those of the SADTU members.

The second limitation relates to the fact that the teachers sampled easily recognised the researcher as a senior official of the Department of Education. While a concerted effort was made by the researcher to sample teachers from the Ngcobo Education District away from Dutywa Education District where he was a District Director when he introduced himself to participants, they could recall that he is the one who is the District Director of Dutywa. This made the participants to be conscientious not to project opinions that portray them as bearing a negative attitude towards the Department. However, the researcher managed to ease them by assuring them of the confidentiality of their identities. He also assured them that there was no way the information they give

could be used against them. The information was gathered purely to come up with an analysis and recommendations that could lead to positive policy changes.

The third limitation was the fact that the researcher is a senior official of the Department of Basic Education. He had his own biases on the data provided by participants. However, the researcher was aware of this shortcoming. He consciously mitigated it by making sure that he stepped out of himself and used semi-structured interviews to collect data. The researcher, to capture the opinions, also adopted accurate recording mechanisms and the information as it was from the mouth of each participant. In analyzing the data, again the researcher exercised extreme caution not to factor into it personal biases by underlining all the common phrases and words that the participants used to express common views. These familiar words or phrases and views were then analysed critically to make sense of the meaning that they carried.

5.7 CONCLUDING REMARKS

My personal experience from this research is that the public perception that SADTU unreasonably disrespects the rule of law is not a hundred per cent correct. When SADTU shows hostility against the top management on the implementation of specific policies, there is more often than not a valid reason worth paying attention to in respect to that hostility. SADTU has made an immense contribution in bringing about policy reforms that take our education system forward. The only thing that SADTU needs to look at, with a critical eye, is the fact they agree on certain policy imperatives with the Department of Basic Education in the Bargaining Chamber but later turn against the very policy imperatives that they had agreed on. My take is that they should explore all avenues before giving their nod to any policy imperative. This will enable SADTU to dismiss what they believe is counter-revolutionary right in the Bargaining Chamber before it is signed into a Collective Agreement.

I believe that the findings and the recommendations that I have made in this research will go a long way in assisting the Department of Basic Education to deliver quality

education. Teachers constitute an integral part of an education system. They are the ones better placed to impart to the children the knowledge and values acceptable to society. No education system can be better than the total quality of the teachers in the system. Anything that points to the teachers' aspirations and welfare being undermined could have consequences too ghastly to contemplate. Children are the future of the nation. The moment we fail to inculcate in them values that are acceptable to society, we are, by implication, destroying the very future of the nation. It, therefore, becomes imperative for the Department to continue to adopt an open door policy for teachers to come and express their opinions at all times as to what they think is right or wrong for the children in schools. As practitioners on the ground, in schools where the tyre hits the tar, they are the foot soldiers. They are the first to get the taste of what works best for learners. It is, therefore, critically important for the Department when teachers raise concerns about what obtains at the level of the school.

This is the message I would like to put across. Teachers ought to listen when it comes to making determinations on the policies that should take our education system forward. Teachers ought to also behave professionally. I sensed in this research that the level of professionalism among teachers is a cause for concern. For the communities and the Department to believe what the teachers say, there needs to be a sense of professionalism in the manner that teachers project themselves. There is a need for teachers to go back to basics as far as work ethics are concerned. The way teachers conduct themselves has a bearing on the type of citizens that we groom for the future of the nation.

--- 000 --- 000 --- 000 ---

BIBLIOGRAPHY

Amineh, RJ and Asl, HD. 2015. Review of constructivism and social constructivism. *Journal of Social Sciences, Literature and Languages*, 1(1), pp.9-16.

Amoako, S. 2014. Teacher unions in political transitions: The South Africa Democratic Teachers' Union and the dying days of apartheid, 1990 – 1993. *Journal of Asian and African studies*, 49(2), pp.148 – 163

Anderson, CR and McLachlan, SM. 2015. Transformative research as knowledge mobilisation: Transmedia, bridges, and layers. *Action Research*, 14 (3), pp.295-317).

Barnham, C. 2015. Quantitative and qualitative research: Perceptual foundations. *International Journal of Market Research*, 57(6), pp.837-854.

Bhorat, H, Naidoo K and Yu, D. 2014. *Trade unions in an emerging economy: The case of South Africa* (No. 2014/055). WIDER Working Paper.

Biddulph, F & Carr K. 2017. Learning theories and Curriculum. *“Teachers and Curriculum*, (1).

Biesta, G. 2015. What is education for? On good education, teacher judgement, and educational professionalism. *European Journal of Education*, 50 (1), pp.75-87.

Boon, HJ and Maxwell, B. 2016. Ethics Education in Australian Pre-service Teacher Programmes: A Hidden Imperative? *Australian Journal of Teacher Education*, 41 (5), p.1.

Bowal, P and Moore, S. 2015. The Duty of Unions to Fairly Represent their Members. *LawNow Magazine*, 153 (1), p.1.

Carter, N., Bryant-Lukosious, D., Dicenso, A., Blythe, J and Neville, AJ. 2014. The use of triangulation in qualitative research. *In Oncology nursing forum*, Vol. 41, (No. 5)

Chan, CKC and Hui, ESI. 2014. The development of collective bargaining in China: From “collective bargaining by riot” to “party state-led wage bargaining”. *The China Quarterly*, 217, pp.221-242.

Cope, DG. 2014. Methods and Meanings: Credibility and Trustworthiness of qualitative research. *In Oncology nursing forum*, Vol.41 (No.1).

Creswell, JW and Creswell, JD. 2017. *Research design: Qualitative, quantitative, and mixed methods approaches*. Lincoln: Sage publications

Flavin, P and Hartney, MT. 2015. When government subsidises its own: Collective bargaining laws as agents of political mobilisation. *American Journal of Political Science*, 59(4), pp.896-911.

Glaser, C. 2016. Champions of the poor or “militant fighters for a better pay cheque”? Teacher unionism in Mexico and South Africa, 1979–2013. *Safundi*, 17(1), pp.40-62.

Gunawardena, C. 2013. Translating education policy into action in Sri Lanka. *Sri Lanka Journal of Social Sciences*, 33(1-2).

Hunt, F. 2013. Review of national policies on learning and teaching. *Background paper for EFA Global Monitoring Report*, 14.

Ingham-Broomfield, R. 2015. A nurses' guide to qualitative research. *Australian Journal of Advanced Nursing*, 32(3), p.34.

Kota, Z, Hendricks, M, Matambo, E, and Naidoo, V. 2017. The governance of basic education in the Eastern Cape. Manchester: University of Manchester.

Kuruvilla, S and Zhang, H. 2016. Labor unrest and incipient collective bargaining in China. *Management and Organisation Review*, 12(1), pp.159-187.

Larreguy, H, Olea CEM, and Querubin, P. 2014. *The role of labour unions as political machines: evidence from the case of Mexican teachers' union*. Harvard University: Typescript.

Leppan, F, Govindjee, A and Cripps, B. 2016. Bargaining in Bad Faith in South African Labour Law: an Antidote? *Obiter*, 37(3), pp.474-486.

Lewis, S.2015. Qualitative inquiry and research design: Choosing among five approaches. *Health promotion practice*,16(4):473-475.

Lindley, KE. 2013. *Compulsory redeployment and the impact on teacher self and identity: a qualitative study of thirteen teachers*. Doctoral dissertation. Leicester: University of Leicester.

Lunenberg, M, Dengerink, J and Korthagen, F. 2014. *The professional teacher educator: Roles, behaviour, and professional development of teacher educators*. New York City: Springer & Business Media.

Mabotja, MJ. 2016. *A critical analysis of rationalisation and redeployment of educators in Limpopo Province*. Doctoral dissertation. Turfloop: University of Limpopo.

Mackey, A and Gass, S.M. 2015. *Second language research: Methodology and design*. London: Routledge.

Mafukata, MA, and Mudau, AV. 2016. Exploring Teacher mass resignation and early retirement from public schools. *Dirasat, Human and social sciences*,43, p5

Mahlangu, VP. 2013. Understanding Militant teacher union Members' Activities in Secondary Schools. *Policy Futures in Education*, 11(5), pp.497-504.

Mayer, I.2015. Qualitative research with a focus on qualitative data analysis. *International Journal of Sales, Retailing & Marketing*, 4(9), pp.53-67.

Majova, LA, Adu, EO and Chikungwa-Everson, T. 2017. Work Environment Factors as Correlate of School Management Teams' Productivity. *The Anthropologist*, 28(1-2), pp.8-8.

Marshall, C and Rossman,GB.2014. *Designing qualitative research*. London: Sage Publications.

Maxwell, B and Schwimmer, M. 2016. Professional ethics education for future teachers: A narrative review of the scholarly writings. *Journal of Moral Education*, 45(3), pp.354-371.

Merriam, SB and Tisdell, EJ.2015. *Qualitative Research: A guide to design and implementation*. New Jersey: John Wiley & Sons.

Mitchell,F, and Norreklit, H.2017. Introduction. *In A Philosophy of Management Accounting*. London: Routledge: 9pp.15-34.

Morse, A and McEvoy, C.2014. *Qualitative research in sport management: Case study as a methodological approach*. Florida: Nova SouthEastern University.

Mothapo, SJ, and Kanyane, MH. 2015. State of governance in the Limpopo Department of Basic Education, South Africa. *Journal of Public Administration*, 50(4),pp.727-742.

Mukand, S and Rodrik, D. 2015. *The political economy of liberal democracy* (No. w21540). Munich: National Bureau of Economic Research.

Narula, M. 2016. Reflections on Reforms In Educational Administration: A Case Study Of Bihar, India. *ASBBS Proceedings*, 23(1), p.426.

Netshivhuyu, NP. 2013. *The impact of rationalisation and redeployment process of educators in public primary schools of Luvuvhu and Sibasa Circuits under the Thohoyandou Cluster Area*. Doctoral dissertation. Thohoyandou: University of Venda.

Nkabinde, ZP. 2016. Post Apartheid Education in South Africa: A Review of Progress and Pitfalls. *Reflections: Narratives of Professional Helping*, 22(2), p.82.

Nowell, LS, Norris JM, White, DE, and Moules NJ. 2017. Thematic analysis: Striving to meet the trustworthiness criteria. *International Journal of Qualitative Methods*, 16 (1).

Ntuli, M and Kwenda, P. 2014. Labour unions and wage inequality among African men in South Africa. *Development Southern Africa*, 31(2), pp.322-346.

Leppan, F, Govindjee, A and Cripps, B. 2016. Bargaining in Bad Faith in South African Labour Law: an Antidote? *Obiter*, 37(3), pp.474-486.

Okeke, CIO, Adu, EO, Drake, ML and Duku, NS. 2014. Correlating demographic variables with occupational stress and coping strategies of pre-school educators: A literature review. *Journal of Psychology*, 5(2), pp.143-154.

Onwu, GO and Sehoole, CT. 2015. Why Teachers matter: Policy issues in the professional development of teachers in South Africa. *International Journal of Science Education*, 37(7), pp.1140-1165.

Parlar, H, Cansoy, R and Kılınç, AÇ. 2017. Examining the Relationship between Teacher Leadership Culture and Teacher Professionalism: Quantitative Study. *Journal of Education and Training Studies*, 5(8), pp.13-25.

Pather, MR, and Du Plessis, P. 2015. *Is school a playground for politics?* South Africa: University of Johannesburg.

Pietkiewicz, Z and Smith, JA. 2014:7-14. A practical guide to using interpretative phenomenological analysis in qualitative psychology. *Psychological Journal*, 20(1),pp7-14

Ravishankar, V, El-Kogali, SET, Sankar, D, Tanaka, N and Rakoto-Tiana, N. 2016. *Primary Education in Malawi: Expenditures, Service Delivery, and Outcomes*. Washington DC: World Bank Publications.

Salmon, T and Sayed, Y. 2016. Teacher governance reforms and social cohesion in South Africa: from intention to reality. *Education as Change*, 20(3), pp.38-56.

Shannon-Baker, P. 2016. Making paradigms meaningful in mixed methods research. *Journal of Mixed Methods Research*, 10(4), pp.319-334.

Smith, JA.(ed). 2015. *Qualitative psychology: A practical guide to research method*. London: Sage.

Smollan, R and Pio, E. 2016, July. Identity and Stressful Organisational Change: A Qualitative Study. In *Emotions Network (Emonet)*. Amsterdam: European Group for Organisational Studies (EGOS).

Soudien, C, Moodley, K, Adam, K, Brook Napier, D, Abdi, AA, and Badroodien, A. 2014. Thinking about the significance of Nelson Mandela for education. *Compare: A journal of Comparative and International Education*, 44(6), pp. 960 – 987.

Tangwe, MN, Tanga, PT and Tanyi, PL. 2015. Teachers' Strikes and the Right of Learners to Education in South Africa: A Critical literature review. *INTERNATIONAL JOURNAL OF EDUCATIONAL SCIENCES*, 11(3), pp.234-243.

Thwala, SM.2014. *Analysis of management constraints in the distribution of qualified mathematics and science teachers in a post-1994 education system of South Africa: A case study of senior secondary schools in the Mpumalanga Province*. Doctoral dissertation. Pretoria: University of South Africa.

Tshinnane, R, Tshiovhe, T and Monobe, R. 2017. Challenges Regarding Implementation of the Redeployment Policy in Limpopo Province, South Africa. *Journal of Social Sciences*, 51(1-3), pp.145-152.

Ungaretti, T, Dorsey, AG, Freeman, NK and Bologna, TM. 1997. A teacher education ethics initiative: A collaborative response to a professional need. *Journal of teacher education*, 48(4), pp271-280.

Van der Berg, S, Spaull, N, Wills, G, Gustaffson, M and Kotze, J. 2016. *Identifying binding constraints in education*. Cape Town: University of Stellenbosch.

Walliman, N. 2017. *Research methods. The basics*. London: Routledge.

Wilson, V.2014. Research Methods: triangulation. *Evidence based Library and information Practice*, 9 (1), pp, 74-75

Wood, P. 2014. *Teacher Professionalism: subverting the society of control*. Providence: Symposium Books.

Wu, J, Cheung, HY and Chan, RM. 2017. Changing Definition of Teacher Professionalism: Autonomy and Accountability. In *Teacher Empowerment Towards Professional Development and Practices*. Springer: Singapore: pp. 59-70.

Zengele, T and Coetzer, I. 2014. The perceptions of educators on the involvement of teacher unions during the filling of promotional posts. *Africa Education Review*, 11(1), pp. 17 – 32.

Zitomer, MR and Goodwin, D. 2014. Gauging the quality of qualitative research in adapted physical activity. *Adapted Physical Activity Quarterly*, 31(3), pp.193-218.

APPENDICES

APPENDIX A: Ethics Clearance Certificate

APPENDIX B: Permission Letter to the District Director – Ngcobo Education District

APPENDIX C: Permission Letter to the Branch Secretary of SADTU – Ngcobo Branch

APPENDIX D: Permission Letter to Participants

APPENDIX E: Participants Information Sheet

APPENDIX F: Consent Form

APPENDIX G: Schedule for interviews

APPENDIX H: Interview Questions

APPENDIX I: Editing Certificate

APPENDIX A

APPENDIX B

PERMISSION LETTER TO THE DISTRICT DIRECTOR OF NGCOBO EDUCATION DISTRICT.

Title: THE ROLE OF SOUTH AFRICAN DEMOCRATIC TEACHERS' UNION IN THE IMPLEMENTATION OF TEACHER REDEPLOYMENT POLICY IN SCHOOLS.

Date: 17 August 2018

Mr A. T. Fetsha
Ngcobo Education District Office
Tel:- 047 – 548 1004
Cell: 082 200 7229
Email: atfetsha@webmail.co.za

Dear Rev. Fetsha

I, Agrippa Madoda Dwangu, am doing research under supervision of Prof V.P. Mahlangu, a professor in the Department of Education towards a M Ed degree at the University of South Africa. We are inviting you to participate in a study entitled THE ROLE OF South African Democratic Teachers' Union IN THE IMPLEMENTATION OF Teacher Redeployment Policy in schools.

The aim of the study is to understand what the influence of the South African Democratic Teachers' Union is on the implementation of Redeployment Policy in schools.

Your department has been selected because it is entrusted, in terms of the law, with the responsibility to implement the Redeployment Policy in schools where it matters most. It is teachers in schools that are directly affected by the implementation of the policy. SADTU, as the largest teacher union in South Africa, has members in the majority of schools in the country. They are the ones that are better placed to have an influence in the implementation of the policy. One of the primary responsibilities of the union is to look after the interests of their members. The study will entail a visit to each of five schools that will be selected for the purpose of the study. In each of the five schools the principal, 2 teachers who are not unionised, and two teachers who are unionised will be interviewed. They will be assured of the confidentiality of the information they give and the anonymity of their identities. Audio recordings will be used during the interviews.

The benefits of this study are the understanding of the influence on the part of SADTU that may either be positive or negative, or both. Where the influence is positive, recommendations will be made as to how it can be used as a springboard for the smooth implementation of the policy. Where the influence is negative recommendations will be made as to how to circumvent or put it to end. Redeployment has to be implemented for the purpose of attaining equity in the distribution of teachers in schools. Potential risks are very minimal in that the teachers to be interviewed may not be comfortable with sparring some of their time for the interviews. There will be no reimbursement or any incentives for participation in the research.

Feedback procedure will entail personal engagements with participants and writing back to the participants.

Yours sincerely

_____ (insert signature of researcher)

_____ (insert name of the above signatory)

APPENDIX C

PERMISSION LETTER TO THE NGCOBO BRANCH SECRETARU OF SADTU.

Title: THE ROLE OF SOUTH AFRICAN DEMOCRATIC TEACHERS' UNION IN THE IMPLEMENTATION OF TEACHER REDEPLOYMENT POLICY IN SCHOOLS.

Date: 17 August 2018

Mr L. Mditshwa
Secretary of SADTU – Ngcobo Branch
Tel:- No Landline
Cell: 0633167304
Email: jolalwazim@gmail.com

Dear Mr Mditshwa

I, Agrippa Madoda Dwangu, am doing research under supervision of Prof V.P. Mahlangu, a professor in the Department of Education towards a M Ed degree at the University of South Africa. We are inviting you to participate in a study entitled THE ROLE OF South African Democratic Teachers' Union IN THE IMPLEMENTATION OF Teacher Redeployment Policy in schools.

The aim of the study is to understand what the influence of the South African Democratic Teachers' Union is on the implementation of Redeployment Policy in schools. Your department has been selected because it is entrusted, in terms of the law, with the responsibility to implement the Redeployment Policy in schools where it matters most. It is teachers in schools that are directly affected by the implementation of the policy. SADTU, as the largest teacher union in South Africa, has members in the majority of schools in the country. They are the ones that are better placed to have an influence in the implementation of the policy. One of the primary responsibilities of the union is to look after the interests of their members. The study will entail a visit to each of five schools that will be selected for the purpose of the study. In each of the five schools the principal, 2 teachers who are not unionised, and two teachers who are unionised will be interviewed. They will be assured of the confidentiality of the information they give and the anonymity of their identities. Audio recordings will be used during the interviews.

The benefits of this study are the understanding of the influence on the part of SADTU that may either be positive or negative, or both. Where the influence is positive, recommendations will be made as to how it can be used as a springboard for the smooth implementation of the policy. Where the influence is negative recommendations will be made as to how to circumvent or put it to end. Redeployment has to be implemented for the purpose of attaining equity in the distribution of teachers in schools. Potential risks are very minimal in that the teachers to be interviewed may not be comfortable with sparring some of their time for the interviews. There will be no reimbursement or any incentives for participation in the research. Feedback procedure will entail personal engagements with participants and writing back to the participants.

Yours sincerely

_____ (insert signature of researcher)

_____ (insert name of the above signature)

APPENDIX D

PERMISSION LETTER TO PARTICIPANTS

Title: THE ROLE OF SOUTH AFRICAN DEMOCRATIC TEACHERS' UNION IN THE IMPLEMENTATION OF TEACHER REDEPLOYMENT POLICY IN SCHOOLS.

Date: 17 August 2018

Mrs Luke (Teacher at All Saints PS)
Ngcobo Education District
Tel:- No Landline
Cell: 0837700180
Email: nluke@gmail.com

Dear Mrs Luke

I, Agrippa Madoda Dwangu am doing research under supervision of Prof V.P. Mahlangu, a professor in the Department of Education towards a M Ed degree at the University of South Africa. We are inviting you to participate in a study entitled THE ROLE OF South African Democratic Teachers' Union IN THE IMPLEMENTATION OF Teacher Redeployment Policy in schools.

The aim of the study is to understand what the role of the South African Democratic Teachers' Union is in the implementation of Redeployment Policy in schools. Your department has been selected because it is entrusted, in terms of the law, with the responsibility to implement the Redeployment Policy in schools where it matters most. It is teachers in schools that are directly affected by the implementation of the policy. SADTU, as the largest teacher union in South Africa, has members in the majority of schools in the country. They are the ones that are better placed to have an influence in the implementation of the policy. One of the primary responsibilities of the union is to look after the interests of their members.

The study will entail a visit to each of five schools that will be selected for the purpose of the study. In each of the five schools the principal, 2 teachers who are not unionised, and two teachers who are unionised will be interviewed. They will be assured of the confidentiality of the information they give and the anonymity of their identities. Audio recordings will be used during the interviews. The benefits of this study are the understanding of the role on the part of SADTU that may either be positive or negative, or both. Where the role is positive, recommendations will be made as to how it can be used as a springboard for the smooth implementation of the policy. Where the role is negative recommendations will be made as to how to circumvent or put it to end. Redeployment has to be implemented for the purpose of attaining equity in the distribution of teachers in schools. Potential risks are very minimal in that the teachers to be interviewed may not be comfortable with sparring some of their time for the interviews. There will be no reimbursement or any incentives for participation in the research.

Feedback procedure will entail personal engagements with participants and writing back to the participants.

Yours sincerely

_____ (insert signature of researcher)

_____ (insert name of the above signatory)

APPENDIX E

PARTICIPANT INFORMATION SHEET

Date: 17/08/2018

Title: THE ROLE OF SOUTH AFRICAN DEMOCRATIC TEACHERS' UNION IN THE IMPLEMENTATION OF TEACHER REDEPLOYMENT POLICY IN SCHOOLS.

DEAR PROSPECTIVE PARTICIPANT

My name is Agrippa Madoda Dwangu and I am doing research under the supervision of Prof V.P. Mahlangu, a professor in the Department of Education towards a MEd degree at the University of South Africa. We are inviting you to participate in a study entitled: THE ROLE OF South African Democratic Teachers' Union IN THE IMPLEMENTATION OF Teacher Redeployment Policy in schools.

WHAT IS THE PURPOSE OF THE STUDY?

This study is expected to collect important information that could assist in the understanding of the role of SADTU (which may either be positive or negative, or both) in the implementation of Redeployment Policy in schools. Where the role is positive, recommendations will be made as to how it can be used as a springboard for the smooth implementation of the policy. Where the role is negative recommendations will be made as to how to circumvent or put it to end. Redeployment has to be implemented for the purpose of attaining equity in the distribution of teachers in schools.

WHY AM I BEING INVITED TO PARTICIPATE?

You are invited because as a teacher you are entrusted, in terms of the law, with the responsibility to implement the Redeployment Policy in schools where it matters most. It is teachers in schools that are directly affected by the implementation of the policy. SADTU, as the largest teacher union in South Africa, has members in the majority of schools in the country. They are the ones that are better placed to play a significant role

in the implementation of the policy. One of the primary responsibilities of the union is to look after the interests of their members. Whether the implementation of the policy has a negative or positive impact on the teachers' operations, teachers through their respective unions are the best placed to tell. That is why you have been chosen.

I obtained your contact details from the Department of Education in the Eastern Cape in its capacity as the employer of teachers. The number of participants in this study is 25, and it comprises ten teachers that are unionised, 10 teachers that are not unionised, as well as five principals

WHAT IS THE NATURE OF MY PARTICIPATION IN THIS STUDY?

Describe the participant's actual role in the study.

The study involves a situation where you will be answering the following interview questions:

The research question will be: What influence does the South African Democratic Teachers' Union have on the implementation of Teacher Redeployment Policy in schools?

Sub Questions:-

- (1) What criteria are used to identify teachers that must be declared in excess in your school?
- (2) Once identified, how do the teachers identified in excess to the establishment in your school react?
- (3) How does the SADTU leadership at Branch Level/Regional Level or a SADTU Site Steward at school influence the choices that the teachers identified in excess make in response to their being identified in excess?
- (4) How do the choices these teachers make affect the implementation of Redeployment Policy in your school?

Audio recordings will be used during the interviews in this study, and the time that will be spent on the interviews will be approximately 30 minutes.

CAN I WITHDRAW FROM THIS STUDY EVEN AFTER HAVING AGREED TO PARTICIPATE?

Participating in this study is voluntary and you are under no obligation to consent to participation. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a written consent form. You are free to withdraw at any time and without giving a reason.

WHAT ARE THE POTENTIAL BENEFITS OF TAKING PART IN THIS STUDY?

Other than the feedback that will be given to you electronically via your email address, there will be no benefit for participating in the interviews.

ARE THERE ANY NEGATIVE CONSEQUENCES FOR ME IF I PARTICIPATE IN THE RESEARCH PROJECT?

Potential risks are very minimal in that the teachers to be interviewed may not be comfortable with sparring some of their leisure time for the interviews.

WILL THE INFORMATION THAT I CONVEY TO THE RESEARCHER AND MY IDENTITY BE KEPT CONFIDENTIAL?

You have the right to insist that your name will not be recorded anywhere and that no one, apart from the researcher and identified members of the research team, will know about your involvement in this research **OR** Your name will not be recorded anywhere and no one will be able to connect you to the answers you give. This is done to ensure anonymity. Your answers will be given a code number or a pseudonym and you will be referred to in this way in the data, any publications, or other research reporting methods such as conference proceedings. This is done to ensure confidentiality.

You are also advised that your anonymous data may be used for other purposes, such as a research report, journal articles and/or conference proceedings. The data will be protected in any publication of the information in that the names of individual participants will be kept confidential as outlined in the paragraph above.

HOW WILL THE RESEARCHER(S) PROTECT THE SECURITY OF DATA?

Hard copies of your answers will be stored by the researcher for a period of five years in a locked cupboard/filing cabinet for future research or academic purposes; electronic information will be stored on a password protected computer. Future use of the stored data will be subject to further Research Ethics Review and approval if applicable. Hard copies will be shredded and/or electronic copies will be permanently deleted from the hard drive of the computer through the use of a relevant software programmes after a period of five years/or when it is no longer needed.

WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?

There will be no payment or reward offered, financial or otherwise, for participating in this study.

HAS THE STUDY RECEIVED ETHICS APPROVAL

This study has received written approval from the Research Ethics Review Committee of the university, Unisa. A copy of the approval letter can be obtained from the researcher if you so wish.

HOW WILL I BE INFORMED OF THE FINDINGS/RESULTS OF THE RESEARCH?

If you would like to be informed of the final research findings, please contact Mr Agrippa Madoda Dwangu on 0833245420 or email mdwangu@yahoo.com .

Should you have concerns about the way in which the research has been conducted, you may contact Prof V.P. Mahlangu at 0124298550 or email mahlavp@unisa.ac.za.

Thank you for taking time to read this information sheet and for participating in this study.

Thank you.

(insert signature)

APPENDIX F

CONSENT/ASSENT TO PARTICIPATE IN THIS STUDY (Return slip)

I, _____ (participant name), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

I have read (or had explained to me) and understood the study as explained in the information sheet.

I have had sufficient opportunity to ask questions and am prepared to participate in the study.

I understand that my participation is voluntary and that I am free to withdraw at any time without penalty (if applicable).

I am aware that the findings of this study will be processed into a research report, journal publications and/or conference proceedings, but that my participation will be kept confidential unless otherwise specified.

I agree to the recording of the _____ (insert specific data collection method).

I have received a signed copy of the informed consent agreement.

Participant Name & Surname (please print)

Participant Signature

Date

Researcher's Name & Surname (please print)

Researcher's signature Date

APPENDIX G

INTERVIEW SCHEDULE

NAME OF SCHOOL	DATE
Ngcobo Primary School	03/09/2018
All Saints Primary School	04/09/2018
Bokleni Secondary School	05/09/2018
Manzana Secondary School	06/09/2018
Hayeni Primary School	07/09/2018

APPENDIX H

INTERVIEW QUESTIONS

- (i) In terms of **Teacher Redeployment Policy** and **in your understanding**, what criteria should be used to identify a teacher as in excess?
- (ii) Have these criteria been applied in your school in the past, to identify teachers in excess?
- (iii) If not, what criteria were used to identify teachers in excess?
- (iv) How did the educators identified in excess to the establishment in your school react to their being identified in excess?
- (v) How did the SADTU leadership at Branch Level/Regional Level or a SADTU Site Steward in your school influence the choices that the teachers identified in excess make in response to their being identified in excess?
- (vi) How did the choices these teachers made affect the implementation of Redeployment Policy in your school?
- (vii) In the event the process was crippled by the choices the teachers made as a result of the influence, how did the Departmental officials react?
- (viii) What was the response of the SADTU Leadership OR the SITE STEWARD to the reaction of the Departmental official?
- (ix) How did the Departmental official in turn react to the response of the union?
- (x) Did the Departmental official succeed to make the affected teachers comply with the dictates of the Redeployment Policy, whether by force or persuasion?
- (xi) How did the process of identification affect the functionality of the school?
- (xii) How can the impact of SADTU involvement (if any) on the implementation of Redeployment Policy be described (assisting/not assisting)?

If the involvement of SADTU has not assisted the successful implementation of Redeployment Policy, what can be done to make it work?

APPENDIX I – EDITING CERTIFICATE

25 November 2018

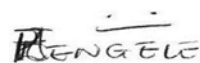
DECLARATION OF PROFESSIONAL EDIT

I declare that I have edited and proofread the MAGISTER EDUCATIONIS dissertation entitled: **THE ROLE OF SOUTH AFRICAN DEMOCRATIC TEACHERS' UNION IN THE IMPLEMENTATION OF TEACHER REDEPLOYMENT POLICY IN SCHOOLS** by **Mr AM Dwangu**.

My involvement was restricted to language editing: contextual spelling, grammar, punctuation, unclear antecedent, wordiness, vocabulary enhancement, sentence structure and style, proofreading, sentence completeness, sentence rewriting, consistency, referencing style, editing of headings and captions. I did not do structural re-writing of the content. Kindly note that the manuscript was formatted as per agreement with the client.

No responsibility is taken for any occurrences of plagiarism, which may not be obvious to the editor. The client is responsible for ensuring that all sources are listed in the reference list/bibliography. The editor is not accountable for any changes made to this document by the author or any other party subsequent to my edit. The client is responsible for the quality and accuracy of the final submission/publication.

Sincerely,

PHOLILE ZENGELE

Professional
EDITORS
Guild

Pholile Zengele
Associate Member

Membership number: ZEN001
Membership year: March 2018 to February 2019

076 103 4817
info@zenedit.co.za
www.zenedit.co.za

www.editors.org.za